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FACULTY OF ARTS AND SCIENCE

DEPARTMENT OF POLITICAL ECONOMY

The undersigned hereby certify that they have read and recommend to the School of Graduate Studies for acceptance, a thesis entitled, "The Administrative Growth of the Government of Alberta--1905-21," submitted by George Kenneth Wright, B.A, in partial fulfillment of the requirements for the degree of Master of Arts.

Professor..

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Professor.

Date.....1952.

THE UNIVERSITY OF ALBERTA

THE ADMINISTRATIVE GROWTH OF THE GOVERNMENT OF ALBERTA--1905-21

A THESIS SUBMITTED TO THE UNIVERSITY OF
ALBERTA IN PARTIAL FULFILLMENT OF THE REQUIREMENTS
FOR THE DEGREE OF MASTER OF ARTS

FACULTY OF ARTS AND SCIENCE
DEPARTMENT OF POLITICAL ECONOMY

BY

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ABSTRACT

The chief aim in this work is to show the governmental growth of a new province. The organization of the departments is the first concern, but to understand the reasons for many developments a certain amount of background information must be known.

As an introduction the first chapter is devoted to the events leading up to provincial status for the North-West Territories, and the existing government structure is briefly outlined. After 1905 there was a period of about two years during which the government completed its original organization and established a systematized method of operation. By 1912 one cabinet had been replaced and a general reorganization was commenced. Two new departments were established to handle the complex administration of municipal affairs, railways and telephones. The influences exerted by the war, the United Farmers of Alberta, and various other factors were extensive, and during its last years the government was attempting to retain popularity by increasing its services, but at the same time huge deficits were being built up. A Public Health Department was established and other social services were added with the hope that the electorate would remain in the fold. The entry of the U.F.A. into the political field for the 1921 election resulted in the defeat of the Liberals.

During the entire 1905-21 period as new functions were assumed by the departments they are indicated in the text and in the last appendix the final organization of the government in 1921 is shown in chart form to bring together all the preceding information.

ACKNOWLEDGEMENT

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PREFACE

This thesis is presented with the hope that it will provide a groundwork for a hitherto neglected field--the organization and structure of the Alberta government. Unfortunately, in many respects it has turned out to be a rather negative field. The Departmental Annual Reports are practically the only source of organizational data; therefore where these are incomplete, or non-existent, gaps necessarily occur. The worst offenders were the departments of the Attorney General and the Treasurer, which kept no annual records, and the Department of Railways and Telephones, which issued brief uninformative reports. The Public Accounts offered some hopes in the early stages, but the confusion and lack of consistency evident from year to year makes them of little value to show developments over the sixteen year period.

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CHAPTER I

North West Territories
- Territorial departments
- Acquisition of provincial status

In 1670 King Charles II granted to the Hudson's Bay Company the lands known as Rupert's Land and the North-West Territories. Provision was made in the British North America Act whereby, on request from the Canadian houses of Parliament, these lands might be admitted to the Union. After the payment of £3,000,000, certain land concessions and taxation guarantees, the Hudson's Bay territories were turned over to the Dominion of Canada in 1870. This event was the start of the process by which the North-West Territories developed from personal rule to responsible government.

For the first few years government was of a temporary nature. The Lieutenant Governor of Manitoba exercised an autocratic rule directed by the Secretary of State for the provinces. In the Dominion legislative session of 1872 an act was passed by which the North-West Territories were to be ruled by the Lieutenant Governor of Manitoba and a council of eleven members, who were duly appointed and gazetted in 1873 as the first North-West Council.

In 1873 the Act was amended to permit the Governor in Council to make laws for the peace, order and good government of the North-West Territories. Although understood to be merely provisional, the council did much to establish the policy which would prevail in the Territorial government. During the same year the North-West Council was increased from eleven to twenty-one.

The meetings of the Council in this early period were held in camera due to the unstable condition of the country. Among the most urgent matters dealt with were measures providing for a police force and a degree of prohibition to combat the rising lawlessness which had gradually arisen because of the former lack of any law agency.

In 1875 Sir Alexander MacKenzie, the Prime Minister of Canada, introduced a bill at Ottawa for the organization of the North-West Territories. It provided for a separate Lieutenant Governor and a council of five members. On October 7, 1876, the bill became law and the Territories received their own Lieutenant Governor, David Laird, who was to establish the council of the Territories. This council was to be nominative at first but to become partially elected in due time. During its existence, which was until 1887, the Council gave government similar to that of a Crown Colony; it was empowered to provide for the administration of justice, for popular representation, for creation of an elected Assembly, and to recommend judicial appointments.[1] In 1881 the first elected member representing a district was admitted to the Council. This was the primary step in the transition to a legislative assembly.

By the North-West Territories Act of 1888, the Territories received a measure of responsible government. The North-West Council was replaced by the Legislative Assembly of the Territories, a twenty-two member body, elected from nineteen electoral districts. The Lieutenant Governor, who had formerly presided over the Council, gave his place to a speaker chosen from the Assembly by its own members. The Assembly was empowered to control electoral proceedings except the regulations respecting elections, and to direct territorial and municipal taxation. As well as these specific powers a number of other matters of local or private territorial concern became subject to control by ordinances

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1. Sheriffs, Justices of the Peace, and Stipendary Magistrates.

of the Assembly. Members were to be elected for three years subject to earlier dissolution by the Lieutenant Governor. The act also provided for a four man advisory council to be chosen from the Assembly by the Lieutenant Governor who, acting with it, would form the executive in financial matters. The functions of the advisory council resulted in a divergence of views between the Lieutenant Governor and the Assembly in 1889 and 1890. The Assembly wanted to achieve control over all financial matters by assuming final responsibility for all actions taken by the council in this regard. The Lieutenant Governor would not permit the council to tender advice on the expenditure of Dominion grants. The outcome was the replacement of the advisory council by a four man executive committee chosen by the Lieutenant Governor. This was later improved when the executive committee was appointed on the floor of the house.

Difficulties in its construction and limitations in its power were soon felt by the new legislature. The problem of the liquor question was demanding immediate attention but the authority to initiate a plebiscite between prohibition and sale by license was beyond the constitutional powers of the Assembly. Fear of conflict between the Dominion immigration policy and local affairs was prevalent. The Territories could not charter railways, administer criminal justice or borrow money upon their sole credit. All the territorial assets were in the hands of the Dominion, leaving the Territories in a state of almost complete dependency.

In the period from 1892 to 1897 the Territories made some progress toward attaining a responsible government. In 1897, by Dominion legislation, an executive council replaced the executive committee. This council was chosen from a legislative body made up entirely of

elected members and each member of the council was forced to stand for re-election upon his appointment.

The restrictions imposed by territorial status remained a sore point with the North-West Territories. Their aspirations for autonomy were provoked still further by financial difficulties. The executive council was therefore the leader in the agitation for constitutional change. In many respects the autonomy demands ran parallel with those which had been presented to the English parliament in the fight for Dominion status. These arguments were met by the same answers and reluctance from the federal government. One particularly aggravating matter was that since the Territories, like Manitoba, were not given control of their natural resources or public lands, they deserved better terms in their annual subsidy. All arguments were to no avail, the Dominion government continued placidly ignoring them, as governments often do when no danger threatens them.

The Premier of the Territories, Mr. F. W. G. Haultain, was the spark from 1898 on, in setting the stage for provincial status. All informed observers, including the Dominion government, could see that a state was being reached in which positive steps toward autonomy would be imperative. The temper of the Territorial Government and the accompanying financial crises were such that responsible legislature and executive, and the power to borrow and assume other provincial rights, could not be delayed much longer.

The successful Dominion immigration policy created new problems for the executive council. Instead of going to established settlements the newcomers settled in new areas, along projected railway lines or in low-priced undeveloped areas; this created new problems in municipal

costs which the Territorial revenues could not handle.[2] Although the Dominion grant was doubled it remained hopelessly inadequate.

It was felt in the Territories that until autonomy was won, a solid front should be presented to the Dominion. Party politics were suppressed in the desire to unite for a common aim. Regardless of these binding influences such disagreements as opposition to a westward expansion of Manitoba, and unsettled opinion as to whether one, two or three provinces should be established, could not be kept quiet. These difficulties and the burning separate school question were taken by the Dominion as reasons not to rush into autonomy measures.[3] After the long years of inaction the issue eventually was faced squarely on February 21, 1905, when Sir Wilfred Laurier brought down his measure for granting provincial autonomy to the Territories. The Bill provided for the division of the Territories into two provinces, Saskatchewan and Alberta. Ownership of the Crown Lands was to remain vested in the Dominion.

The financial arrangements proposed to grant:

$ 50,000	per province for civil government
200,000	capitation allowance (to increase pro-rata until the population reached 8,000,000)
405,375	debt allowance
375,000	in lieu of public lands
$1,030,375	total, plus an additional $62,500 per province per year for five years for construction of buildings and public works.

The section dealing with the school system was so controversial that before it was settled it almost caused a split in the Dominion.

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2. This was to continue as a problem long after Alberta became a Province.

3. Cecil Lingard, Territorial Government in Canada ,(University of Toronto Press, 1946), p. 83.

cabinet. The agitation in the form of religious feeling and sectarian passion, resolutions of lodges and societies and newspaper discussions, reached such a pitch that Sir Wilfred Laurier finally introduced a compromise clause. The original draft Bill provided for the establishment and maintenance of separate schools. The final Bill, however, did no more than enact that rights and privileges in this matter already in force should be continued.

Besides the strictly religious feelings aroused by the educational clauses there was another perhaps more important underlying principle involved. By its wording the Bill appeared to be imposing a separate school system upon the Territories, not merely crystallizing existing arrangements. In an open letter to the Prime Minister, Haultain contended that the question at stake was not the religious rights of minorities but the constitutional rights of provinces.[4] Throughout the controversy the residents of the Territories, who were most directly concerned, remained comparatively disinterested. With the exception of editors and politicians they were satisfied with the existing arrangements and governing body, and were content to let the future iron itself out.

Although the fight continued, the new clause served to reunite the Cabinet, and on July 5, 1905, the Bill was passed by the house of Commons and on July 20 by the Senate. On August 25, Mr. G. H. V. Bulyea was gazetted Lieutenant Governor of Alberta and on September 1, the provinces of Alberta and Saskatchewan came into existence.

The Ordinances of the North-West Territories in effect prior to the acquisition of provincial status made the following provision for the executive body: The Executive Council of the Territories was to be

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4. Canada and Its Provinces, A. Shortt, A. G. Dougherty, eds., Toronto, 1914.

a body appointed by the Lieutenant Governor and removable at his pleasure. This council was given the power to advise and aid the Lieutenant Governor in performing any function formerly within the jurisdiction of the Lieutenant Governor and Executive Committee. By forcing the members of the council to submit to re-election upon accepting office the principle of responsible government was achieved.

The ordinance dealing with the public service provided that the Territorial Public Service would consist of the Clerk of the Legislative Assembly, the Territorial Auditors and the members of the following departments:

(a) Office of the Executive Council.

(b) Department of the Attorney General.

(c) Department of the Territorial Secretary.

(d) Department of the Treasurer.

(e) Department of Public Works.

(f) Department of Agriculture.

(g) Department of Education.

(h) Offices of the Legislative Assembly.

The department heads normally were to be the members of the Executive Council presiding over the departments assigned to them. Their duties were to oversee and direct department employees, to have general control and to perform other duties assigned by the Lieutenant Governer in Council. In the absence of the department heads their duties were to be assumed by the deputy or assistant, unless an acting head was appointed by the Lieutenant Governor in Council.

The departments were to be organized in a hierarchy of rank under the department head as follows:

(a) Deputy or assistant

(b) Chief Clerk of each branch or sub-department

(c) Clerks

(d) Messengers

It lay within the power of the Lieutenant Governor in Council to divide any department into as many divisions as appeared most convenient for efficient functioning of the service.

Attorney General's Department: Under the terms of the Attorney General's Ordinance the functions of the Attorney General were as follows: to assume charge of the legal matters of the Territorial Government; to tender advice to the Lieutenant Governor; the Legislative Assembly and the department heads; to be responsible for all instruments issued under the Territorial seal; to conduct and regulate all litigation for or against the Crown or any public department within the jurisdiction of the Legislative Assembly; to superintend the administration of justice in matters within the authority of the Territoriss.

The expenses for the eight months ending August 31, 1905, amounted to $5,937.86 of which $5,053.33 went toward salaries and $884.53 comprised additional expenses.[4] There were seven members on the staff during this period.

The Territorial Secretary's Department was set up by the Territorial Secretary's Ordinance. The department was to be headed by an appointed member of the Executive Council, whose duties were to be the same as those assigned by law or custon to the Provincial Secretary or Registrar in the provinces. He was to be keeper of the

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4. Public Accounts of the North West Territories, 1905.

Territorial seal, to issue all letters patent, commissions and other documents and to countersign all except those countersigned by the Clerk of the Executive Council. He was to be keeper of all registers and archives of the Territories.

As the Territorial Registrar the Secretary was assigned the duty of registering all instruments of summons, commissions, letters patent, writs and other instruments and documents issued under the seal of the Territories. His signature was to serve as proof of the existence and legality of such documents. Any copy of a document which he had officially signed was to be equivalent to the original in any court in the Territories.

The Secretary's Department was comparatively small, being composed of the Assistant Secretary and two clerks who received a combined salary of $1989.99 for the year 1904, during which period the miscellaneous expenses were only $119.01.

The Department of Agriculture was granted the power to administer matters classified as agriculture, statistics and the public health, including hospitals. It was empowered to institute enquiries and collect facts and statistics relating to agriculture, manufacturing and other interests of the Territories and to adopt measures for circulating and disseminating these to promote territorial progress. The enforcement of ordinances relating to agriculture, statistics and public health was also a duty of the department.

All officers of all agricultural societies, municipal councils, local improvement districts, school boards, public institutions, incorporated companies and all public officers of the Territories and all medical practitioners and veterinary surgeons were legally bound to answer promptly all communications from the department and

to collect and report facts according to departmental instructions.

The amount of work and the staff of the Department of Agriculture were approximately doubled between 1899 and 1904. The permanent staff in 1899 consisted of one chief clerk, two accountants, one clerk in charge of branch records, one clerk in charge of correspondence records, one stenographer and occasional extra assistants. The Territorial Inspector of Noxious weeds was employed inside to some extent on administration of the Noxious Weeds Ordinance.[5] By 1902 it was evident that departmental reorganization would be necessary in the near future to alleviate the increasing difficulties being encountered in attempts to combine the outside, or technical and the inside, or administrative duties. It was stressed that the line between the technical and administrative branches must be more sharply drawn and the deputy relieved of the bulk of the outside work in order to free him to devote individual attention to administrative affairs, which would include providing adequate technical assistance. This recommendation was followed the ensuing year when a Superintendent of Fairs and Institutes was appointed to assume some of the technical burdens.[6] It was also suggested that the Department publish a quarterly official journal for general distribution.

The Department of Public Works was headed by a Commissioner who was to administer the department and manage and direct the construction, heating, lighting, furnishing, maintenance and repair of all government buildings. He was to direct all public works; the issue of all maps and

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5. Annual Report of Department of Agriculture of the North-West Territories, 1899. (henceforth Dept. of Ag. Ann. Rep.).

6. Ibid., 1903.

plans needed by the government in the North-West Territories, all questions of road allowances, crossing of roads by irrigation ditches, canals, etc., and various other duties assigned by the Lieutenant Governor in Council.

The demands made upon the department were extensive and increasing. Under the provision of the new Local Improvement Ordinance, which gave increased powers to local organization, it appeared certain that minor works would be carried out at a local level, leaving more important works to the department.

Between 1898 and 1903 the expenditures of the department increased from $129,046 to $392,220--a growth of 188.44%.[7] As well as being faced with this tremendous increase in expenditures to keep pace with the growth of the country, the works of previous years became a charge on the department in providing repairs and maintenance. In an effort to meet these conditions the department was reorganized by delegating specific work to certain members of the staff, thus training each in a special line to promote greater efficiency and promptness in departmental administration. The six primary divisions were:

(1). The Correspondence Branch, with a staff of four headed by a clerk handled most of the correspondence, which as early as 1903 amounted to 140,929 communications for the year, or 463 per day.[8] The correspondence work was eased considerably by the formation of two subdivisions to handle two increasingly complex ordinances. The administration of the Coal Mines Regulation Ordinance was complicated enough to justify the formation of a new branch under the direct supervision of the Deputy Commissioner. In addition to the administrative staff an

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7. Department of Public Works, Annual Report, 1903, henceforth D.P.W. Ann. Rep.

8. Ibid, 1903.

inspector was employed to enforce compliance with the law and promotion of safety measures. Examinations to determine the qualifications of miners were conducted by this branch. The Steam Boilers Ordinance similarly commenced operations as a branch, with a clerk in charge of administration and four inspectors in the field to inspect the growing numbers of boilers and to conduct examinations among the steam engineers of the Territories.

(2). The Accountant's Branch was staffed by one accountant in charge, one assistant accountant and one clerk. They handled all departmental financial transactions, which included the collection of the department revenue, paying for work in Large Local Improvement Districts, collection of overdue taxes in Small Local Improvement Districts and payment to the proper districts. Of the total amount dealt with through the books of the department during 1903 and 1904, only about 3.3% was expended for the departmental administrative staff. This small percentage was attributed by the Deputy Commissioner to efficient administration in the affairs of the department, not to low pay rates.[9] The possibilities of understaffing or overspending were not discussed.

(3). The Surveys Branch was divided into two parts--the inside division staffed by one surveyor and two clerk-stenographers, and the outside division which consisted of eight district surveyors and engineers. The branch was responsible for planning, conducting and recording surveys throughout the Territories and for arranging rights of way for road allowances and other matters related to the work of surveying.

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9. D.P.W. Ann. Rep., 1903-04.

(4). The Engineering Branch filled a position of major importance to the department. In charge was an engineer with a draughtsman for his chief assistant. Clerks were made responsible for the keeping of general records, road improvements and boring records, and fireguard records; routine clerical work was handled by a stenographer. The major works dealt with by this branch under the Territorial regime were bridges and roads, which included both construction and maintenance. A Drainage Ordinance, passed in 1903, took into account the necessity of assessing the lands adjacent to, and receiving benefits from, ditches and drains, in order to make these beneficiaries pay a fair share of the costs of such works. To carry out all the duties stipulated by the ordinance, a drainage engineer was appointed.

(5). The Local Improvement Branch operated under the supervision of a chief clerk, and was staffed by one cashier, one accountant, nine clerks and two stenographers. The staff was constantly being increased, but was nevertheless hard pressed to keep up with its duties. By the start of 1904 there were 456 Small Local Improvement Districts in existence.[10] They were organized to carry out local improvements such as grading, clearing and fireguarding roads; building and repairing bridges, culverts and dams; filling sloughs. They also collected land taxes and statutory labor in commutation of taxes.

(6). The Irrigation Office was staffed by two engineers, one draughtsman and one clerk. The correspondence and office work consisted chiefly of receiving applications for water rights, recording licenses of occupation for rights of way for irrigation works over Crown Lands,

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10. Districts were organized voluntarily during 1890-96; by compulsion for 1897-1901; by subdivision in 1902.

and recording returns respecting hydrographic records. By 1903 there were, in the Territories, 167 canals and ditches that extended for 480 miles, 4,125,000 acres susceptible of irrigation from canals and ditches, and 163 water rights recorded for power and other purposes.

The Department of Education was created by the School Ordinance of 1901. It was presided over by a Commissioner, who was a member of the executive council and who alone had executive power, although he was advised and assisted by a five man education council. The department was given the control and management of all kindergarten schools, public and separate schools, normal schools, teachers' institutes, and the education of deaf, deaf mute and blind persons.

The Commissioner, with the approval of the Lieutenant Governor in Council, was given the power to regulate the department in all matters pertaining to the operation, construction and maintenance of schools, and to provide and control teacher training and other matters regulating teachers. The Department of Education in 1903 had the following staff:[11]

Commissioner

Deputy Commissioner

Office staff of 6

Educational Council-5 members

Inspectors-8

Normal School Staff of 4.

The attention of the department during the year was largely confined to increasing correspondence relating to the formation of

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11. Department of Education, Annual Report 1903, (N.W.T.), (henceforth-Dept. of Ed. Ann. Rep.).

school districts, alterations in their boundaries, supply of teachers, debentures, and kindred subjects. The rush of settlement and consequent increase in demands for education, and the importance of prompt attention to enquiries pertaining to early organization of schools made it necessary to confine departmental activities to these matters and other essential routine work. Other important considerations were, therefore, necessarily neglected. The organization of school districts was increasing so rapidly that the department felt a strain on its capabilities. The number of new districts formed per year increased from a previous maximum of 51 in 1899 to 83 in 1901, 119 in 1902, 166 in 1903, and 237 in 1904; a total of 743 districts had schools in operation in 1904.[12] To cope with increased burdens and responsibilities the office staff was increased in 1903, additional Normal Schools were created, new inspectors were hired and legislative provision was made for increased school grants.

The Treasury Department was to have the management and control of the revenue and expenditure of the Territories under the direction of the Treasurer. The territorial accounts were to be kept in the Treasury Department under the control of the Treasurer, subject to orders of the Lieutenant Governor or Order-in-Council.

The department, under direction of the Treasurer, was to prepare and submit to the Legislative Assembly at the end of each fiscal year a statement of the public accounts showing the revenues and expenditures of the Territories for the year and the state of the general revenue fund and all trust and special funds under the management of the Territorial Government.

12. Dept. of Ed. Ann. Rep. 1904.

The existing territorial government structure was able to provide a small but experienced group to carry on both Legislative and Executive functions in the new provincial governments. The existence of a working government helped to alleviate the difficulties which would have been encountered in attempting to set up departments with no precedents to use for guides. As conditions were, the provinces were able to make the change with a minimum of upheaval, although the extra work involved was at times extensive.

CHAPTER II

Alberta, 1905-11

Organizational period 1905, 1906, 1907

Establishment of departments on more permanent basis

Upset of Rutherford government

During the Liberal regime in Alberta from 1905 to 1921, the electorate acquired a political point of view which has served to lower the old line parties into a position of secondary importance in provincial affairs. The period may be divided into three clear-cut divisions from a political viewpoint.[1] The years 1905-09 were placid and reasonably progressive under the administration of the Rutherford government. In 1910 the Alberta and Great Waterways Railway incident ended the restraining influence of Premier Rutherford, and allowed the more radical tendencies of the province to acquire a foothold. The third period, from 1911 to 1921, is one of Liberal decline. Since the railway incident and the resultant split in the party dragged on until 1912,[2] the period of crisis could also be considered to have lasted until that year, when the cabinet schism was healed and Liberal power appeared to be on the ascent again.

A similar chronological division could hardly be made of the Executive branch of the government. This resulted from the constantly increasing burden of government, which made it essential that departments continue to expand and fulfill their functions despite political fluctuations. As well as the normal growth there was an increase in the demands of the farmers, which forced great development of the executive functions during the years of the most rapid political decline of the Liberal party. By the time the trouble

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1. L. G. Thomas, "The Liberal Party in Alberta 1905-21," Canadian Historical Review, December 1947, p. 411.

2. The final settlement was not reached until 1913.

of 1910 arose the government had succeeded in creating a solid institutional framework upon which new duties could be safely superimposed as the need arose. Development continued comparatively smoothly through the upheaval, and it was not until May 4, 1912, that any important departmental reorganization took place, although the cabinet had been completely replaced in 1910.

The most important background forces at work during the Liberal regime were tremendous population growth until 1914,[3] the overwhelmingly agrarian economy, based almost excusively on wheat, problems incurred by the war such as loss of markets and immigrants, demand for wheat etc. and finally the rising strength of the U.F.A.

In 1905 with a Liberal government in Ottawa and G. H. V. Bulyea as the new Lieutenant Governor of Alberta, it was not unexpected when the leader of the provincial Liberal party was called upon to form the first government of the Province. On September 9, 1905, the first Alberta government was gazetted as follows:

Hon. A. C. Rutherford--Prime Minister, Minister of Education and Provincial Treasurer

Hon. C. W. Cross--Attorney General

Hon. W. H. Cushing--Minister of Public Works

Hon. W. T. Finlay--Minister of Agriculture and Provincial Secretary.

Hon. L. G. DeVeber--Minister without Portfolio

Judicial administration was led by the Hon. A. L. Sifton, Chief Justice.

Of these men, Cross, Sifton and Rutherford were to rank far above the others in future political affairs. The former two retained

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3. Appendix I, Population Growth in Alberta.

positions of influence almost to the end of the Liberal regime. Mr. Rutherford was a solid, successful Strathcona lawyer who was to be expected to conduct his party with reserve and honesty. Mr. Cross was a young, capable Edmonton attorney who had been active in local politics, and who commanded a wide and loyal following.

The new government was not without experience; Rutherford, Finlay and DeVeber had been active in the territorial government; Cross and Cushing had political backgrounds obtained in local politics in Calgary and Edmonton. The civil service was formed around a nucleus of former territorial employees, but because of the distance from Regina few of the territorial government employees, especially in the lower salary brackets, could be moved to Edmonton. Those who were transferred, usually with substantial promotions, provided an experienced foundation to which additional staff members could be added as required. Deputies were appointed in each of the departments of Public Works, Education, Agriculture, Attorney General, Provincial Secretary. A clerk of the Executive Council, a Provincial Auditor and a Chief Clerk of Public Works were also appointed.

Following the formation of the cabinet the government immediately plunged into electioneering activities. As an existing government the Liberals were at a decided advantage. They emphasized their desire to develop provincial resources and maintain political stability, and on the negative side they claimed that the opposition was bent upon a disturbing period of race and creed agitation, and constitutional conflicts. The Conservatives, under the leadership of R. B. Bennett, desperately groped for some campaign issues and finally came up with a resolution favouring freedom and control of public lands; subsequently they made

a charge that the Liberals were guilty of gerrymandering constituencies, and that, through a partisan Lieutenant Governor, a government had been appointed that was controlled by Federal authorities.[4]

There had been a gradual backsliding from Haultain's policy of ignoring party issues in the provincial field. DeVeber and a number of prominent members of both parties deprecated party politics, but they were overruled by the more eager politicians of the province. During the first Alberta Liberal Convention, in August 1905, it was decided that party politics would be followed with a clear enunciation of party policy, and that candidates would be placed in every constituency for the coming elections. The challenge was accepted by the Conservatives and party strife entered the Alberta political arena.

The result of the election was a Liberal landslide. They had 23 members elected, generally by healthy majorities.[5] Only two opposition members were elected, a Conservative and an Independent. The defeat of the Conservative leader, R. B. Bennett, was one of the major blows to that party. The attempt to explain the election outcome provoked an interchange of conflicting ideas. Frank Oliver's Edmonton Bulletin stated on November 21, that the election revealed that the school and land clauses were not of sufficient public concern to override other really important matters. This was denied by the Conservatives, who contended that these issues had been sidetracked by the conflict between north and south over the location of the

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4. Canadian Annual Review, 1905, p.239, (henceforth C.A.R.).

5. These majorities were smaller in Southern Alberta, the stronghold of Conservatism.

capital. In all probability, judging from the previous unconcern of the public toward the school question, this was not important enough to override the advantage held by the Liberals in already being in power. There were no grounds for throwing out the Liberals, who had so far committed no evil, and who were making an acceptable start in organizing a new government.

The four months remaining in 1905 were not especially notable for progressive government activity. The political contest took a good deal of attention and the departments were all busy with reorganization and training new staffs. To a large extent therefore, the departmental programs formulated and commenced at the beginning of the year were carried out with no attempt to introduce innovations. In 1906, with the elections disposed of, the government was able to commence work virtually unhampered by opposition in view of its 23--2 majority. Policy was one of quiet work along constructive lines. Much legislation was necessary, and public departments, institutions, buildings and a general system of administration had to be built up in detail. Besides the three previously mentioned cabinet members there were seven members of the new assembly with legislative experience in the Territories. The uncomplicated political atmosphere during the years 1906-09 made possible a gradual growth sufficient to enable the government to handle the increasing demands of the electorate as far as physical limitations permitted.

The addition of the organizational activities to the routine duties of all departments meant that 1906 and 1907 were exceptionally busy years. During 1908, most of the original stabilizing process was completed and from then until 1912 the chief concern was with consolidation and normal growth. The development of the departments in

their formative years is presented below, covering the time from the inauguration of the province until 1912, during which year a general reorganization was made.

THE DEPARTMENT OF AGRICULTURE

The staff in September 1905, consisted of the Deputy Minister and two clerks, whose principal duties were to systematize and arrange the files and records forwarded from Regina, and to make plans for the methods of conducting new work. Reports from the various branches were received and tabulated and as far as possible everything was arranged for the extensive activities planned for 1906. By the first of 1906 the office staff had been increased to six clerks and during the year the total number of regular employees reached 27.[6] The work throughout the year dealt primarily with the large scale organization necessary to carry out the government's agricultural policies. Ten new branches were organized, eight of which continued under their own branch heads. The early work of the Department can be best estimated by looking at the Ordinances which it had to administer in 1906. These were as follows:[7]

1. Pound District Ordinance
2. Stray Animals Ordinance
3. Entire Animals Ordinance[8]
4. Stock Inspection Ordinance
5. Herd Ordinance
6. Horse Breeders Ordinance

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6. Department of Agriculture, Annual Report, 1906.

7. Ibid.

8. Similar to Stray Animals except it was only concerned with preventing wandering by stallions over one year and bulls over nine months.

7. Noxious Weeds Ordinance
8. Fence Ordinance
9. Threshers' Liens Ordinance
10. Game Ordinance
11. Useful Birds Ordinance
12. Public Health Ordinance
13. Hospitals Ordinance
14. Prairie Fires Ordinance
15. Brand Ordinance
16. Agricultural Societies Ordinance
17. Vital Statistics Ordinance

The structure of the Department was fairly solidly established by 1907 and operations could be conducted by the various branches with little of the prevailing confusion of the earlier years. The branches existing in 1907 were as follows:[9]

The Deputy Minister's Office handled all activities which were not assigned to other branches. Much of this work was miscellaneous and not readily classifiable, but in all cases was closely related to that of the branches. Distinction was often made arbitrarily to conform to the capacity of the branches, which were often hampered by space limitations and awkward office arrangements. As well as directly supervising the work of this "general" office, the Deputy Minister was responsible to the Minister for all the functions of the section heads below him in the hierarchy of the Department. By

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9. Based upon Annual Reports of the Department of Agriculture for 1906-07, except where otherwise noted.

1908 the general office was specifically responsible for all government dealings in connection with:

1. Livestock
2. Crops
3. Seed Grain
4. Museum
5. Immigration and Colonization
6. Fruit Experimental Stations
7. Vital Statistics
8. Provincial Seed Fair
9. Office work and general organization.

A clerk to be known as the Statistician, was placed in charge of all agricultural statistics, births, marriages and deaths. The vital statistics system was revised and re-indexed to improve accessibility. Another clerk was assigned responsibility for all work relating to Stray and Entire Animals, Pound, Herd and Bull Districts, and the Horse Breeders Ordinance. His duties also included the considerable task of organizing a new departmental library and all the functions that would normally fall to a qualified librarian. The Dairy Commissioner was appointed on March 1, 1906, to operate from Calgary, and with his duties assigned to him in advance. For some years the Dominion Department of Agriculture had supervised a number of cooperatively owned creameries in Alberta after they had begun to collapse under private ownership. Upon receiving notice that such assistance would be discontinued on May 1, 1906, a convention of delegates from the creameries requested that the province assume this function. The request was granted and the 12 creameries

concerned were taken over, under the control of the former Dominion superintendent, who also agreed to take charge of all government dairy work. By the end of 1906 there were eighteen government and twenty-four private creameries, producing 1,960,000 pounds of butter. Seven cheese factories and numerous private dairies completed the commercial dairying industry of the province.

The Chief Inspector of Noxious Weeds fulfilled a function that is fundamental to any department of agriculture. He was appointed on April 1, 1906, to see that vigorous measures were enforced to combat the ever-present weed menace. The first measures taken by the new chief inspector were to divide the province into suitable inspection districts, completely reorganizing the inspection system. Twenty-seven new men were appointed to bring the inspection staff to forty-two.

The Chief Game and Fire Guardian were faced with a problem in enforcing the Game Ordinance. On January 1, 1907, there were 218 game guardians in the province, as well as all the members of the Royal North-West Mounted Police who had equal powers. The police were efficient in enforcing compliance but the other guardians were not on salary, and for various reasons, often personal in nature, were reluctant about laying charges. A start was made, therefore, toward obtaining full-time, salaried guardians. It was also decided that these same men could also be appointed as prairie fire rangers and combine their game duties with enforcing the Prairie Fire Ordinance. In 1907 the Chief Game Guardian was made Chief Fire Guardian.

Recorder of Brands. Upon the inception of the province,

arrangements were made with the Saskatchewan Department of Agriculture to continue the registration of brands in Regina until other arrangements were made. Since three quarters of the recorded brands were held in Alberta, the Saskatchewan government agreed to the removal of the brand office to Medicine Hat and the continuation of a joint office. A new Recorder of Brands was appointed for both provinces. His staff was occupied throughout the first year in re-indexing and dividing the records of the two provinces. The task of consolidating records was difficult and time consuming, since in 1906 there were 31,000 brands recorded and the work of the office had increased by 25% over any previous year.

Poultry Branch. Educational work was the main concern of this branch which commenced operations following the appointment of a Poultry Superintendent on July 1, 1906. Awards were placed and poultry shows and institute meetings were provided with educational poultry exhibits. A marked emphasis was placed upon increasing correspondence which dealt with requests for advice on general poultry raising problems as well as queries as to markets and suppliers of poultry and eggs. A poultry bulletin was first published in 1907.

Superintendent of Fairs & Institutes. A strong departmental policy was that of making available to the farmer information as to the latest and most advanced methods of pursuing his work and preparing and marketing his products. With such knowledge it was presumed that the farmers could make the best possible use of their resources in any situation. In keeping with this theory a progressive educational policy was followed. The work of the Superintendent was to arrange for qualified speakers for stock judging schools,

institute meetings and various other gatherings which could assist the farmers.

Provincial Health Officer. The first of three branches of the Department of Agriculture to enter into the field of public health, which curiously was given to the department, was this office. Early in 1906 the department appointed a Public Health Officer, who immediately began to organize his branch. He was unable to proceed as fully as was desirable due to the limitations imposed by the Public Health Ordinance, under which the Dominion government undertook the work of stamping out contagious diseases. A few amendments were made in the Ordinance and during the year a completely new Public Health Act was drafted, suitable to the requirements of the province. A large part of the time of the Provincial Health Officer in 1907 was taken up with the Provincial Board of Health in drafting rules and regulations for the carrying into effect of the Public Health Act. The Provincial Board of Health was itself formed on July 26, 1907, under the provisions of the new act.

Sanitary Engineer. In connection with the care of the public health, problems respecting the water supply, sewage disposal, plumbing etc.,had arisen, and with a continued rapid population growth in prospect, the need for a proper solution for these matters was urgent. It was therefore decided that a sanitary engineer was essential. A qualified engineer was accordingly employed and immediately made a member of the Provincial Board of Health so his experience could be utilized by that body. Rules and regulations pertaining to sanitary engineering were drafted for the Board of Health; water supply, sewage and sewage disposal problems of various cities were investigated and future requirements considered. Advice on sewage disposal was freely

given to private firms and individuals and several plans for the disposal of trade wastes were considered and approved.

Director of the Provincial Laboratory. During 1906 Alberta shared the expenses and facilities of the former Territorial Bacteriological Laboratory at Regina. By early 1907 it was seen that the large quantity of work and the delays in receiving returns from the examination of water, swabs, and other specimens were sufficient grounds to justify the establishment of a laboratory in Alberta. Provision was made for this in the budget and a bacteriologist and analyst was selected who later became Director of the Provincial Laboratory. In his first report the Director enumerated the functions the laboratory should fulfill as a branch of the Department of Agriculture. It was, he said, primarily to carry on work and investigate problems in the interests of the public health, the administration of justice and the agricultural welfare of the province. Its duties would thus include examinations to aid in the diagnosis of contagious and infectious diseases in man; chemical and bacterial examination of public milk supplies; examination of foodstuffs suspected of being injurious to health if used for food; investigation of subjects relating to agriculture; analysis of liquor and medico-legal examinations for the Attorney General's Department. He said that the requirements for these purposes would be developed in the order of the urgency and the extent of the interest involved. Public and provincial matters would be done gratuitously and as an accommodation to interested parties the laboratory would also make examinations of pathological fluids and tissues from cases of non-contagious diseases, for which a small fee would be charged.

Live Stock Commissioner. During 1906-07 a Chief Stock Inspector was employed to visit and instruct local inspectors and to see that butchers were keeping the necessary records of brands as required by the Stock Inspection Ordinance. On May 20, 1908, a Provincial Live Stock Commissioner was appointed whose duties were, in particular, to assist the farmers and small stockmen in marketing their livestock; to ascertain as far as possible the difficulties in the way of small stockmen and to assist in removing them; to attempt to improve general livestock conditions in Alberta.

Other Activities in Agriculture 1906-11. In 1906 legislation introduced by the Minister of Agriculture proposed to establish stringent stock inspection in order to check the growing cattle rustling industry in the south of the province. Its most widely felt regulation provided that a person having cattle in transit must possess either a Brand Recorder's certificate or a bill of sale from the vendor.

Numerous allegations had been made that P. Burns and Company of Calgary had a monopoly or combine which virtually controlled the western beef industry.[10] The Calgary Herald of August 3, 1906, said that the allegations "may or may not be true"; however, it was certain that many smaller operators had been absorbed by underselling. It was also said that freight rates favored the large dealers, Burns in particular having their own sidings and volume enough to take entire freight cars for bulk shipments. Conditions of this nature prevailed in all four western provinces. On October 12, the Alberta government gazetted an Inter-Provincial Commission in conjunction

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10. C.A.R., 1906, p.471.

with Manitoba, Saskatchewan and British Columbia. The duties of this Commission were to inquire into, investigate and report upon the purchase and sale, both wholesale and retail, of sheep, cattle and meat in the province and in the West generally; to investigate the industry or trade connected therewith and the conditions affecting or regulating the prices and to look into the existence of any possible combination in restraint of trade in these matters. The Beef Commission was, in fact, attempting to find out why prices were rising to the consumer and decreasing to the producer. Eventually only Alberta and Manitoba agreed to go into the inquiry.[11]

The results found after examining extensive evidence gave a thorough picture of the industry in the province. The grievances of the large rancher--raising 300 to 2,000 cattle yearly-- included delays, car shortage, lack of feeding facilities and rough treatment of animals by the railways; dishonest commission merchants; uncertain British market; generally deteriorated meat caused by the long train haul. Small producers were troubled by shipping discrimination, absence of assured safety for cattle and difficulty in disposing of small lots. The Report was made public on December 26, 1907, and some of the major findings were a decline in Alberta's sheep industry; dissatisfaction amongst pork producers owing to lack of confidence in the market; lack of progressiveness of stock-men generally; heavy losses of small shippers; an unsatisfactory system of brand inspection.[12] The final decision of the Commission was that no combine existed.

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11. C.A.R., 1907, p482.

12. Dept. of Ag. Ann. Rep., 1907.

By 1908 the first wave of organizational activity had died down to be replaced by a completing and rounding out period. When the Hon. W. T. Finlay resigned as Minister of Agriculture in 1909 the department had achieved stability in its functions and increased its staff from three to over fifty members.

The U.F.A. was organized at Edmonton on June 14-15, 1909, by the union of the Alberta Farmers' Association and the Canadian Society of Equity, with a total membership of 5,000. Among the Resolutions passed was one urging the government to establish a pork-packing industry as advised by the Alberta Pork Commission. On July 3, 1908, the Commission had been appointed to inquire into the pork industry, its marketing conditions and handling, and in general to report on the best means of ensuring a fair price for the producers. Early in 1909 the Commission reported that farmers could not receive a fair price for hogs, and often could not receive any price at all and could overstock the market with ease, while 75% of the cured meat sold was imported. They concluded that when a sufficient number of producers could give assurance that they could supply at least 50,000 hogs per year to the plant, the government should furnish money to build, equip and operate a government pork-packers establishment, which would take the hogs, pay up to two thirds of estimated value at delivery, place them on the market at regular intervals, and pay the producer the balance, less service charges. Early in 1910 the Premier announced that the recommendation would be followed providing sufficient animals were guaranteed.

The most significant expansion in the department during 1910

was the organization of the Publicity Bureau early in the year. It served as a large scale replacement for the immigration and colonization activities which had formerly been carried out as part of the general office work. Its purpose was primarily to induce settlers to locate in Alberta. Offices were opened in Winnipeg, Toronto and Montreal and a number of special commissioners were sent to the United States. As well as these personal contacts, advertisements were placed in newspapers, journals and magazines, and special exhibit displays were sent to various exhibitions. In all, about 12 tons of advertising matter were distributed during the year.

In 1910 the Alberta government was beginning to have the dawning realization that to compete in the world market only high grade goods could reasonably be expected to sell at fair prices. In an effort to test this theory the government began a trend toward encouragement of high quality production. One of the pioneer efforts was made by the Dairy Commissioner's Branch, which was very active in 1910. A number of creameries, in cooperation with the government, adopted a system of cream and butter grading and a quality basis payment for butter and cream, whereby producers who furnished higher grade products received an added premium. Part II of the Dairymen's Act was passed during the 1910 Session and bolstered the new policy still more. Provision was made for the organization, registration and management of cheese manufacturers associations and for the appointment of Dairy Inspectors. It provided standards for sampling and testing milk and cream and for records to be kept and statements to be rendered to patrons by cheese factories and creameries, in connection with these tests. The proper observance of the Dairymen's Act would help to ensure fair treatment

for patrons, fair competition and better quality product.

It was suggested by the Deputy Minister, in 1910, that a number of the local cooperative creamery associations could well undertake a larger share of the local management of their creameries as those "government" creameries became debt free. This would give them a better knowledge of the creamery business and prepare them to take full control as was intended when the department first took over the work. In 1911, government operation of creameries was finally discontinued completely. The government, however, offered to continue the marketing of butter not only for cooperative creameries, as in the past, but also for private creameries.

The new Public Health Act became law on June 9.[13] The administration of Public Health matters was greatly facilitated by the new regulations and the work and responsibilities of the Public Health branch were greatly increased. In view of the erection of rural municipalities and the power granted them by the Rural Municipalities Act to care for contagious, infectious and communicable diseases under the supervision of the Provincial Medical Officer of Health, it was essential that the Public Health Act be amended to provide for local boards of health in rural municipalities. Little friction was encountered in enforcing the new laws. Among other changes the former Provincial Health Officer was renamed the Provincial Medical Officer of Health.

From a study of the work carried out by the Department of Agriculture it is evident that its policy was directed along three main avenues. First in importance was the promotion of the professed departmental policy to aid the agricultural interests of the province.

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13. Public Statutes of Alberta 1910, Cap. 17, "The Public Health Act."

Toward this end were directed the energies of the inspection and educational branches, which were primarily classified on a functional basis, with an agricultural clientele. The branches were decentralized to a considerable degree; the Dairy Commissioner had his headquarters in Calgary and operated along specialized lines unhampered by the Edmonton office except for directions as to general policy. Similar conditions could be found in the Brands Office in Medicine Hat and the various inspection branches which were necessarily widely dispersed throughout the province. The second major function of the department was in providing and enforcing regulatory measures necessary as a complement to the educational services. The third policy involved control of the public health, which was foisted upon this particular department for no apparent reason. It would appear that the Department of Public Works or the Provincial Secretary's Department would have been able to handle this function with equal justification; as it was, the control of public health matters by the Department of Agriculture did not prove to be permanent.

THE DEPARTMENT OF PUBLIC WORKS

In a young, developing country opening to waves of immigration and demands for new facilities, a virile and progressive policy is required to keep the old residents satisfied and to attract the new, by providing evidence that their basic requirements[14] will soon be met. The brunt of these demands fell on the Public Works Department which was, therefore, basically a service department. To this extent the Department of Public Works was the most important in the province. Its primary functions were the construction and maintenance of roads, bridges, ferries, telephones and public buildings; inspection and regulation of Mines and Steam Boilers; government surveys; administr-

14. E.g. Marketing services, roads, bridges, medical services, schools etc.

ation of the Local Improvement Act. By 1911 the Telephones and Municipal Affairs branches had grown so much that they could not be efficiently handled as mere branches, so they were given departmental status along with the rapidly growing job of railway administration.[15]

In the first annual report of the provincial Department of Public Works the cry was taken up for increased accommodation. The Deputy Minister supported the demands of most of the other departments when he stated that existing office space was inadequate and new temporary arrangements were essential while the proposed Provincial Buildings were being constructed. One of the foremost concerns of the department was to provide roads and bridges. The increase in settlement along the new railway lines and the movement of farmers and grain growers into areas formerly occupied by cattlemen in southern Alberta led to a wide call for improvements.[16] The policy in regard to roads and bridges became quite firmly established. Permanent bridges were constructed as often as possible and roads were built with a view to the future needs of the province, with efforts being made to construct new lines on a permanent basis whenever conditions were suitable. The increase in traffic in the older settlements was making frequent improvements necessary and permanent standards could not always be attained.

The provincial department continued the Territorial policy of maintaining branches for simplicity of administration in an arrangement similar to that of the Department of Agriculture. The following

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15. Railways & Telephones were combined in one department, Municipal Affairs became an independent department--see infra;,pp.40-43,64 ff.

16. D.P.W. Ann. Rep., 1906.

branches existed or were formed during 1906 and 1907:

Correspondence Branch

Accounts Branch

Engineering Branch

Surveys Branch

Local Improvement Branch

Steam Boilers Act

Coal Mines Act

The Correspondence Branch, under the supervision of a chief clerk, assumed the burden of handling the correspondence of the department. This increased from a total of 104,700 communications (incoming and outgoing) in 1906, to nearly 397,000 in 1911.[17]

The Steam Boilers Act was administered by a clerk in charge of office work, and outside inspectors whose duties were to inspect and classify steam boilers throughout the province and to enforce conformity with the Steam Boilers Inspection Act,[18] by prosecution if necessary. General activity between 1906 and 1911 in the province, which directly involved this branch, included erection of large buildings, plant additions, new industries, coal mines, power plants for small towns, increase in settled areas and particularly the inflow of "new traction outfits" for threshing. This increase in the number of steam boilers caused the branch to grow from one clerk-administrator and two inspectors in 1906, to one clerk, one inspector and one stenographer for administration, and four District Inspectors with three Assistants in the field in 1911. As well

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17. D.P.W. Ann. Rep., 1906, 1911.

18. Public Statutes of Alberta, 1906, Cap. 23.

as its inspection duties the branch was responsible for the examination of steam boiler engineering candidates and issuing certificates of various grades; a function similar to that performed by professional associations to keep professional standards high.

The Accountants Branch which did all the departmental accounting, remained fairly constant in duties and staff from 1906 to 1911. The accountant in charge was assisted by one to four clerks, and normally an assistant accountant.

The Engineering Branch. Office work consisted of preparing plans etc., for the construction of bridges, roads and ferries. Outside work included the actual construction and maintenance of these works. In this, as in many other branches it is difficult to keep track of its development due to sketchy records. It evidently began as a separate branch, but after the first year merged into the general office under the direct control of the Deputy Minister. Owing to the continuing extension of railways and the influx of population, the work of the Department in construction and maintenance of public works was constantly increasing and the staff connected with these functions was usually under pressure to keep up with demands. To maintain close coordination the branches of the Department of Public Works were under relatively rigid control of the Deputy Minister, thus allowing limited discretionary powers among branch heads. The predominantly engineering character of the work of the department made the arrangement largely in accordance with the specialization of personnel, although the purposive allocation of duties could not be overlooked.

The Surveys Branch. In this office instructions were prepared for district surveyors, engineers reports were recorded and plans were filed in the Land Titles Office. Titles received for roads, and lands required for public buildings were examined and recorded, claims for compensation for lands required for right of way etc.,were settled, and old, unused roads were re-transferred.

The Local Improvement Branch was responsible for the administration of the Local Improvement Act, the Village Act and that part of the School Ordinance relating to the collection of arrears of school taxes in rural school districts, and later the Educational Tax Act.[19] All of these dealt largely either directly or indirectly with the taxation of occupied lands in the province, which meant that the increase in settlement, the continued transfer and re-transfer of lands and the growth of business centres along new railway lines greatly increased the work of this branch.

The Local Mines Act. The Mines branch existed solely to administer this act, which involved responsibility for inspection of mines, and enforcement of government regulations as well as encouragement toward voluntary safety measures. Examinations were conducted for mine managers, pit and fire bosses. The branch grew from one clerk-stenographer in 1906,to one head office clerk and five outside inspectors in 1911.

The Architectural Branch emerged in 1907 as a separate section employing one architect, seven draughtsmen and one stenographer. Working in conjunction with a structural section they made working drawings and details, specifications and estimates in connection with

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19. See D.P.W. Ann. Rep. 1911; Public Statutes of Alberta, 1907 Caps. 10, 11, 18.

new and uncompleted work each year. They dealt chiefly with public buildings, which at that time were being built in large quantities.[20]

The Telephone Branch is deserving of a somewhat more detailed study for two reasons. First, because it was to expand to the status of a full department within a few short years, second, because of the new idea that found expression in Alberta's entry into the telephone field.

Early in 1906 the government was urged to take action along the lines of telephone ownership or government control. A policy of telephone construction and operation was decided upon and construction on several lines was started. An Act introduced by Mr. Cross, and assented to on May 9, 1906,[21] empowered municipalities to establish and operate telephone systems in the province as a complement to the preceding vote of $25,000 for preliminary work toward the establishment of a government-owned long distance service. The act empowered any municipality to carry on the telephone business in the same manner as a private company. Telephone accounts were to be kept separately from other municipal accounts. Councils were given expropriation powers and authority to cross any land and put lines and poles wherever they were deemed advisable. All officers were to be appointed and dismissed by the Councils. Special assessments could be made by the municipalities for the establishment of the systems.

Before leaving for England in May 1907, Premier Rutherford, in a speech to the Strathcona Board of Trade, stated that the

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20. The Parliament Buildings, Government House, Court House etc.

21 Public Statutes of Alberta, 1906, Cap. 31.

government action in telephone construction and ownership was the first in the Dominion and that he hoped to create a uniform municipal system throughout the province. Previous to that the Minister of Public Works said in reference to the established Bell Telephone Company, that it was the function of the government to protect the people from such monopolies, and this could only be done by regulation in the form of government competition, which would ensure low rates and proper service.[22] He further stated that the government wanted the farmers to have the business advantages of a system of municipal telephones. In another address, to the Canadian Club in Calgary, on April 11, he declared cheap phones for farmers and settlers--"The union of the province by cords of copper"--to be the special policy of the government.[23]

Preliminary negotiations with the Bell Telephone Company for purchase of its Alberta interests were attempted, without success, in 1907. Government action in carrying out its telephone policy had by 1908, however, made the Bell Company realize that the government system was to be real competition, not just a foil. On January 29, Mr. Cushing presented another bill to the Legislature for the construction and operation of a telephone and telegraph system in the province as a public work.[24] By June 30, 1907, $284,244 had been invested in the system and he proposed an expenditure of $350,000 to be obtained

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22. Feb. 14, 1906--Mr. Cushing speaking in the Legislature. C.A.R., 1907, p 597.

23. Ibid., p.598.

24. Public Statutes of Alberta, 1908, Cap. 14, passed on March 5, 1908.

by borrowing on debentures. The government system was being operated under the direct control of the Department of Public Works, with rates which compared favourably with those of the Bell system. Mr. Cushing's bill passed with no argument except that the project might better be operated under the management of an independent commission. Negotiations were reopened with the Bell Company, and on April 20, the sale was confirmed at a purchase price of $675,000. The government took over on May 1, 1908.

During April of 1908 a Manager Engineer was appointed and the Telephone Branch of the Department of Public Works officially came into being to proceed with all the telephone work of the department.[25] The acquisition of a system larger than the entire former government system created problems which are understandable. The difference in methods and organization necessitated a slow cautious period of familiarization and standardization. In the first 9 months after the purchase the toll business increased from $5,770 to $8,370--an increase of practically 45%. By February, 1909, there were in operation 1,842 miles of long distance lines, 724 miles of rural lines and 75 toll stations, as well as 46 other stations with toll line connections.

Throughout the ensuing years the telephone system was extended, "as rapidly as was consistent with good business management."[26] Rapid progress was made in expansion; by December 31, 1911, there were 4,195 wire miles of toll lines connecting 195 offices and 4,925 miles of rural lines servicing 3,784 rural subscribers and 10,852 exchange

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25. D.P.W. Ann. Rep. 1905.

26. Ibid., 1911.

subscribers, representing a capital expenditure of $3,830,035.88.[27] At this point the Department of Public Works turned control of the provincial telephone system over to the new department of Railways and Telephones.

PROVINCIAL SECRETARY'S DEPARTMENT

In the first annual report of the Department of the Provincial Secretary, it was stated that, despite inadequate Territorial reports, enough evidence was available to warrant the statement that the business transacted by the Alberta department between August 1905, and December 1906, was infinitely greater than that done in the entire North-West Territories for any similar period. This increase was felt to be ample justification for the claims for provincial rights.[28]

The work of the department for 1905-06 could be broadly covered by the following list: issuance of certificates under the departmental seal,[29] issuance of marriage, auctioneers and peddlers licences; issuance of commissions appointing Justices of the Peace, Notaries Public and Commissioners for Oaths; issuance of proclamations; administration of a number of Ordinances such as the Livery Stable Keepers Ordinance and Cemeteries Ordinance entailing purely administrative work, which was unrecorded; incorporation of butter and cheese manufacturing companies under the Dairymen's Ordinance.

During 1906 the Automobile Act was placed on the Statutes to be administered by the Secretary's Department. As well as providing

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27. Department of Railways and Telephones, Annual Report, 1912.

28. It failed, however to convince many astute critics or to persuade them that two provinces were justified.

29. Documents so certified were unchallenged and accepted throughout Europe and the United States.

for the licensing of vehicles it regulated their speed and operation. A provincial library was established in 1906 and a start was made in accumulating reports from foreign countries, encyclopedias and the foremost Dominion newspapers and publications. The administration of the Veterinary Surgeon's Ordinance was transferred in May, 1906, from the Secretary's Department to the combined control of the Veterinary Surgeon's Association and the Department of Agriculture as a means of providing more efficient enforcement of the Act.

The Deputy Provincial Secretary held the position of Registrar of Joint Stock Companies. His duties in this capacity were extensive, but could be conducted completely independently of the rest of the departmental business. A large number of new companies were being formed in the province, as well as the numerous foreign corporations establishing branch offices in Alberta. The law provided that all companies must register, but they were generally reluctant to do so; consequently the Registrar was frequently forced to resort to threats of legal action to enforce conformity.

The activities of the department during the final four months of 1905, all of 1906 and a good deal of 1907 were mostly organizational, and in many cases a lack of any purpose or system seems evident. The department was unable to establish any permanent structure because of the very nature of its duties. In any government there are always miscellaneous functions to be carried out and new activities arising which cannot be assigned readily to any existing department. The responsibility for these often temporary functions fell to the Secretary's Department, which carries a burden somewhat like the British Home Office. It is also true that the initial work in establishing a new department is difficult, and considering that

the department was staffed by only the Deputy Minister and one clerk in cramped quarters until 1907, it appears that a creditable job was done. The need for more assistance was felt from the beginning but the total permanent staff never exceeded four until after 1912. In 1906 the Secretary stated that the difficulty encountered in running the department stemmed from a lack of clerical assistance, which was a direct outcome of the lack of adequate accommodation.[30] In subsequent years temporary help was hired to keep the work up to date.

The offices of the department were moved in 1907 from Jasper Avenue to the Terrace Building, on the property allocated for Provincial Government buildings. The accommodation problem was not relieved but the distance of the new location from the city business centre made an appreciable difference in the number of personal calls and a corresponding lightening of the burden of the department. The necessary change to mail communication was a twofold improvement-mail could be handled more rapidly and was less likely to go unrecorded.

The year 1908 was one of economic pessimism, marked by a temporary financial and commercial depression throughout the world.[31] The departmental revenue consequently showed a marked decline. During 1909 there was a decided upswing in business trends and the department had its most profitable year to that date. Outside capital returned in a larger and more constant flow than at any previous time. The following table of the departmental revenue serves to indicate the growth for the years 1904-1912:[31a]

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30. Prov. Sec. Ann. Rep. 1906.

31. Ibid., 1909.

31a. Public Accounts, 1904-12.

Year	Total Department Revenue	Revenue from Incorporations	Revenue from Foreign Companies
1904-05 (N. W.T.)	$ 17,249.95	$ 4,668.95	$ 6,810.00
1906	25,493.30	11,827.30	9,994.00
1907	30,619.95	12,197.50	14,297.45
1908	23,008.32	7,710.70	10,131.62
1909	40,537.34	15,228.80	18,545.39
1910	52,222.71	17,200.90	26,067.06
1911	77,700.61	33,833.00	26,645.82
1912	281,376.39	43.783.00	27.368.04

Obviously, until 1912 the major portion of the income was from fees collected in conformity with the Companies Ordinance and the Foreign Companies' Ordinance. The remainder was made up chiefly of licenses and other fees which were sporadic and less remunerative. A number of acts passed between 1905 and 1909 regarding the registration of fraternal and other organizations were made the responsibility of the Department,[32] although they were of minor significance both as to revenue and administrative load. The departmental administrative expenses--salaries, travelling and office expenses--rose to about $5,000 by 1908, remained fairly constant through 1911, reached to over $7,000 in 1912 and soared to over $13,000 in 1913.[33]

An important function was assumed by the department in 1911 when

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32. Public Statutes of Alberta, 1907, Caps. 22,43, 5(Sec.10); 1905 Cap. 120 (Sec.4); 1908 Cap. 22; 1909 Cap.4 (Sec.3).

33. Public Accounts 1908-1913.

it received jurisdiction over the care and maintenance of prisoners and the insane. The Provincial Gaol at Lethbridge and the Hospital for the Insane at Ponoka were opened in July and 165 mental patients were immediately transferred from Brandon. The year 1911 ended the first period of gradual growth of the department. By then some of its functions had increased in complexity and importance to such an extent that the Secretary's Department was ready for the general government reorganization of 1912.

DEPARTMENT OF EDUCATION

As with the other departments, the Department of Education adopted many of the territorial government's regulations and administrative precedents to avoid serious disruption during the transitional period. To replace the old records, information concerning existing school districts and their debenture indebtedness was computed from territorial records and official gazettes. All teachers qualified under the territorial government were invited to submit their certificates to be registered and validated as provincial licenses.

One of the first concerns of the department was in connection with the organization of new school districts. Practically all new districts were organized upon the request of residents of those districts. Any three potential ratepayers of a proposed school district could form a committee to undertake the preliminary steps as outlined in the School Ordinance, providing there were twelve children aged 5-16,[34] and at least four residents owning land which would be liable for assessment. Once these terms were met, if a majority at a meeting

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34. An amendment in 1908 reduced this requirement to eight children.

of ratepayers were in favor, trustees could be elected and returns made to the government of the entire procedure. If all the requirements of the School Ordinance were fulfilled the Minister of Education would then give his official order for erection of the district and notice would appear in the Official Gazette. If the residents failed to take the initiative it was within the power of the Minister to do so provided an area contained at least 20 school-age children, 20 potential tax payers and 6,000 acres of assessable land.

The department was becoming increasingly active in the organization and maintenance of foreign schools, one of the largest of which was in the Ruthenian colony east and north-east of Edmonton. One man was occupied full time in assisting non-English settlers in the establishment of school districts throughout the province. He concerned himself with the organization of districts, erection of schools, employment of teachers, as well as routine work involving levying of taxes. When necessary he could act as Official Trustee, performing all the duties of a school board and its officers; in certain cases he would exercise an oversight of district work until elective boards were able to assume administrative control in accordance with the School Ordinance and departmental regulations.

Each year between 1906 and 1911 the number of districts organized exceeded the total for all previous years. In conformity with railway plans and development the greatest activity in organization again was shown along new and proposed lines, although many schools were also established in more remote areas. In 1908 it was necessary to remove some of the restrictions to the establishment of school districts by lowering the required number of resident children from 12 to 8.

The revenue for the maintenance of schools was derived from two sources, government grants and local taxation. In rural districts the grants were based on acreage, the maximum being ten cents per acre taxation. The school grants were statutory and paid upon a basis set by the School Ordinance. Taxpayers seemed to be more willing to spend for school purposes. In 1910 authorization was given for the issue of over $1,000,000 in school debentures; in this and several other instances the government had to restrain school districts from raising as much money as their optimism suggested.[35] If these debenture by-laws had been unpopular the Ordinance required that they be submitted to a poll upon the demand of a small group of ratepayers. The rarity of any such polls indicated that the taxpayers favored educational spending.

The educational progress in the province can best be seen by the following table showing comparative activity in 1906 and 1911:[36]

	1906	1911
Number of school districts	746	1,784
Number of teachers employed	924	2,651
Number of pupils enrolled	28,784	61,660
Grants paid to school districts	$170,315	$377,379
Salaries paid to teachers	$386,107	$1,144,583
Debentures issued	$347,175	$1,501,560

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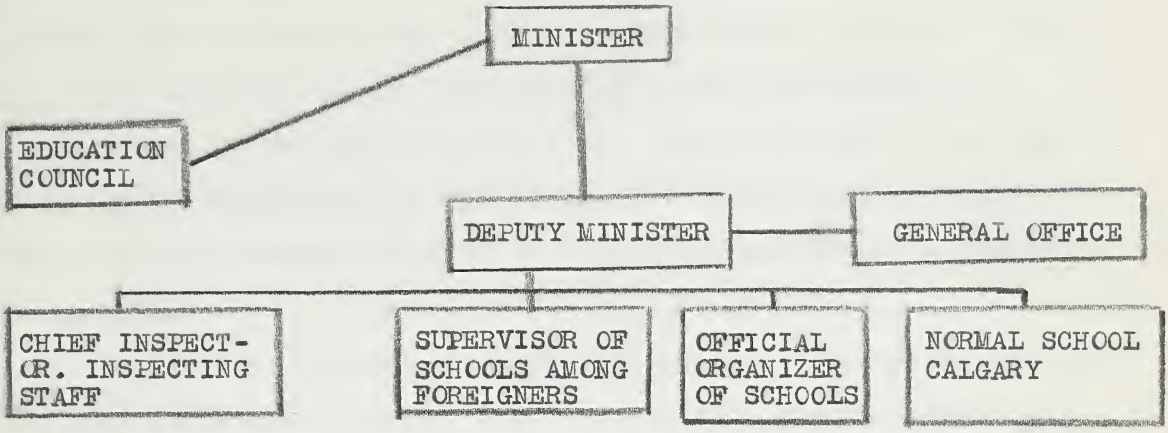
35. Dept. of Ed., Ann. Rep., 1910.

36. Ibid., 1911.



ATTORNEY GENERAL'S DEPARTMENT

The foregoing departments made available a certain amount of public information in the form of their annual reports. The remainder which includes the Treasurer's and Attorney General's Departments, and the Provincial Auditor, made no such reports. As a result there is a gap in information pertaining to the general activities of these departments, although an idea of their staffs and expenses can be obtained from the Public Accounts.[37] Departmental policy is difficult to determine except by perusal of the actual work turned out, if and when this is available.

Fortunately, in his Budget Speech, delivered on February 22, 1909, Premier Rutherford presented a review of the work of the Attorney General's Department for the preceding three and one half years.[38] It is from his speech that the following is chiefly obtained.

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37. But only an idea unless one is able to interpret the bewildering Public Accounts of early Alberta Treasurers.

38. Journals and Sessional Papers of the Legislative Assembly of Alberta, Vol. 4—Budget Speech.

The work before the 1906 session consisted largely of organization and foundation work in preparation for the legislation of the first session. Apart from this, the most important thing accomplished by the department was the compilation of the consolidation of the Ordinances of the North-West Territories for 1898-1905. This work was indispensable to the legal profession and valuable to the public.

In 1907 the outstanding task performed was the taking over of the land registration system from the Dominion government and the operation of it by the province. The new provincial judicial system, as enacted in the legislation of 1907, was established, introducing the district court system to Alberta. Two new judicial districts were formed, In Wetaskiwin and Lethbridge, and court offices were opened in each place with the necessary officials. Additional accommodation was provided for the Land Titles Offices in Edmonton and Calgary and the work of these offices was brought up to date by the employment of night staffs.

The department continued to work in cooperation with the R.N.W.M.P., which had been retained by the province. A great deal of time and energy was expended to carry the ever-increasing burden of the administration of justice, the extradition of alleged criminals and the trial of all offenders. The insane of the province were looked after by the Attorney General's Department,[39] and after the new Dominion Immigration Act of 1907 the Attorney General diligently

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39. Until transferred to the Provincial Secretary's Department in 1911.

insisted upon the deportation of all persons covered by the act, thereby saving the province a good deal of money.

In 1908 a completely new and simplified small debt procedure was promulgated by the government after being prepared by the Attorney General's Department. By means of the new arrangement many persons were able to seek recourse through the courts, a procedure which was previously made difficult because of the expense and delay under the old system.

The liquor license branch was a small part of the department with an active future ahead. Another important function was the establishment of Sheriff's Bailiffs and Process Issuers in the Province by the Inspector of Legal Offices. Practically all legislation introduced to the House had been revised by the department and as a result most Statutes were carefully drawn and legalistic.

One more or less independent body that was responsible to the Attorney General was the office set up to deal with neglected children. The former Superintendent of the Alberta Industrial School submitted his first report as Superintendent of Neglected Children for the year 1909, and subsequently he presented biennial reports. The Children's Protection Act, which was introduced in 1909 to replace the Industrial Schools Act, provided for departmental officers whose duties were to investigate and give appropriate warning in any cases of abused or neglected children. If the warning was not heeded the child could be placed in a shelter and by a Court Order could be made the ward of the department. Provision was also made for the investigation of potential adopters and the placing of children in satisfactory homes.[40]

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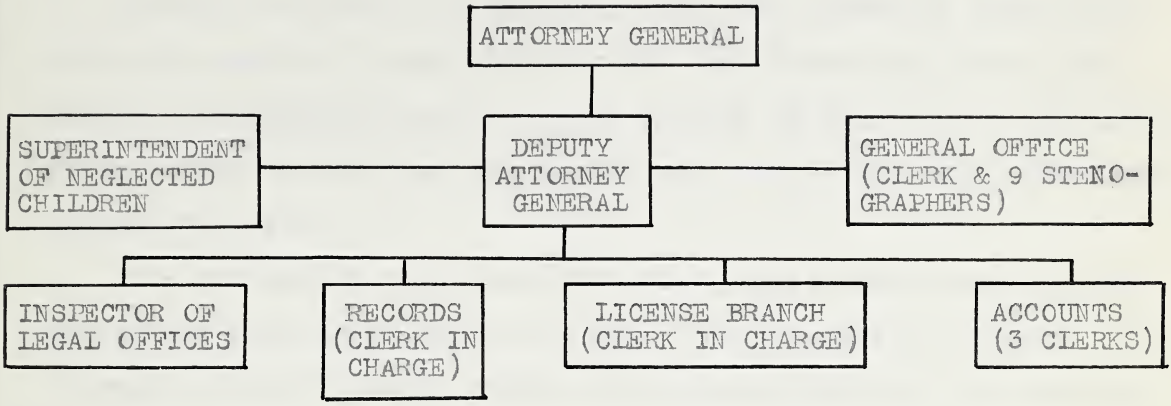
40. Biennial Report of Superintendent of Neglected Children 1910-11, Journals and Sessional Papers of the Legislative Assembly of Alberta.

The organization of the Department in 1906 was as follows:



New government activities had been commenced in several fields with varying degrees of success and affecting the province in many different ways although they did not all directly alter the organization. In May 1907, Premier Rutherford stated that inquiries had indicated that by 1908 there would be about 60 to 70 pupils ready to matriculate in arts, and 8 to 10 in engineering in the province. As a result, during the March Session the government voted $150,000 for a site for the proposed university. On January 1, 1908, Dr. H. M. Tory was appointed president and on July 1 a faculty of four professors was appointed. Teaching began on September 23 with forty students in attendance, and the formal inauguration took place on October 13.

The organization of the Alberta judicial system was completed in 1907 as a result of legislation which created a Supreme Court of five judges with certain defined jurisdiction and five District Courts to deal with specified matters of minor importance of under $400 claim value. Surrogate Courts similar to those of Ontario and Manitoba

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41. Public Accounts, 1906.

and a "Provincial Law Society" were established.

During the Session of February 1908, two important labor measures were passed. An amendment to the Coal Mines Act limited the underground working time to 8 hours in each 24 hour period and added other safety regulations; the second was the passing of the Workmen's Compensation Act.

The Rutherford government conducted public affairs during 1909 without an apparent cloud in its sky. The provincial election campaign centred around a battle of personal popularity rather than a wide disparity of political ideals. The Liberals were favoured by the absence of any scandals, lack of opposition and strong support from the press.[42] The Conservative opposition was disorganized and unprepared for an effective campaign. R. B. Bennett made the most vigorous opposition speech; basing his attack chiefly on the geographic rivalry between Calgary and Edmonton he claimed government favoritism toward Northern Alberta. The election resulted in the defeat of A. J. Robertson, the Conservative leader and the de facto assumption of the leadership by Bennett. The new House was composed of 37 Liberals, 2 Conservatives, 1 Independent Conservative and 1 Socialist.

There was not a shadow evident of the troubles which were destined to shatter the party in 1910. During its regime the Rutherford

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42. Led by the Edmonton Bulletin.

government had made some notable achievements, the most outstanding of which was the work of the Attorney General, C. W. Cross. He apparently solved the irksome problem of forcing the C.P.R. to pay taxes;[43] he smashed a strong lumber combine, freeing the settlers from the high priced monopoly of building materials; he gave Alberta the reputation of being a model province in law and order; finally he abolished saloons and enforced the Dominion Government Lord's Day Act.

As early as 1909 the government was taking a stand in regard to social legislation. On January 7 a deputation appeared requesting amendment of the Workmen's Compensation Act on the grounds that it was ultra vires, class legislation, and injurious to capitalists and employers--especially coal operators. Other complaints were made against the policy of equal payments to good and poor workers, and of allowing foreigners to go abroad and spend their indemnities in Hungary and Italy. Still other complaints were made that the act was socialistic. The government, however, refused to take action and the Act remained unchanged.

The year 1910 opened in the same quiet manner as the other four years of Rutherford rule. The Legislative session was opened on February 10 by Lieutenant Governor G. H. V. Bulyea with a Speech from the Throne in which he referred to the large incoming population and the consequent work involved, particularly the task of carrying out the railway expansion that had been authorized in 1909. He also

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43. A later decision of the Privy Council quashed his plan and by 1912 he was searching for a new solution. C.A.R. 1911, p. 592-93.

mentioned his gratification with the expansion of schools and progress of higher education. Shortly thereafter a publicity commissioner and promoter of immigration was appointed. Later in the year the announcement was made that the $26,000,000 C.P.R. tax exemption issue would be carried to the Privy Council.[44]

It is not possible to describe the developments of the government of Alberta without mention of the influence exerted by the constant influx of population and the growth in the number of settled areas. The attempts of the Public Works Department to provide works along the new railway lines, the trouble encountered by beef farmers in shipping their products and the influx of new companies to the growing towns, all hinge about the railroads, which were the primary link connecting the West with the rest of the world. Railway extension was not only a key factor in indirectly forcing rapid government development, it was also a potential destroyer of the government if not handled correctly, because of the huge sums of money involved. In view of the importance of the railroads in promoting settlement and development, and the political crisis brought about in 1910, it is essential that the background in this matter be discussed in greater detail.

Throughout 1908 the importance of railway development was receiving increasing attention. On November 27, in the Edmonton Bulletin, Mr. Rutherford was quoted as follows: "I have now decided upon a policy of railway extension throughout the Province...I intend to establish a Department of Railways and to make it one of the most important departments of the government and one which I will personally

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44. Supra., n.43.

look after...."Three reasons for railroad expansion were given; inadequacy of service, need for competition and a means of attracting settlers. The great question in the province in regard to railway construction became the center of contention in the 1909 session of the Legislature, when the Premier's general statements of 1908, regarding government aid, were developed. Numerous delegations approached the government during January and February from all parts of the province, requesting a general increase in railway facilities. Railways were badly needed, but companies hesitated to build without some assistance such as a guarantee of the bonds. The policy of the Rutherford government was announced in the Legislature on February 24 in three series of resolutions and three succeeding bills, which passed in due course.

The announced policy involved a total of 1,761 miles of railway with $25,343,000 as the amount of the government guarantee given to bonds of the C.N.R., Grand Trunk Pacific, and the Alberta and Great Waterways Railway. In the C.N.R. measure the guarantee was $13,000 per mile with 4% interest on the bonds; the security was a first mortgage with the privilege of adding $2,000 per mile to the guarantee, subject to the subsequent approval of the Legislature. The terms for the G.T.P. were the same. The total mileage contemplated for these two companies was 796.

Following their successful campaign of 1909 the Liberals commenced the first session of the Second Legislature on February 10, 1910, with an appearance of serenity. With minor exceptions the entire session was concerned with the Alberta and Great Waterways Railway question and the concurrent political crisis. Events occurred at an alarming rate and almost before he knew what was happening

Premier Rutherford had submitted his resignation.[45]

On May 26 Mr. A. L. Sifton, Chief Justice of Alberta undertook to form a Ministry, and on June 3, 1910, it was announced as follows:

Hon. A. L. Sifton--Premier, Provincial Treasurer, Minister of Public Works

Hon. C. R. Mitchell--Attorney General and Minister of Education

Hon. A. J. McLean--Provincial Secretary

Hon. D. Marshall--Minister of Agriculture

Several miscellaneous activities of some significance occurred during 1910. A resolution calling for the acquisition by the province of the control of public resources was withdrawn when the Premier stated that the government was preparing to negotiate in this direction. The provincial Conservatives attempted to rebuild themselves at a convention in Calgary in July. Mr. Bennett declined the leadership and Mr. E. Michener of Red Deer was then chosen. The Peace River country was receiving much attention and publicity with immigrants steadily working northward where farming possibilities were seen to be immense and where prospectors were actively studying the country. The Alberta mining industry was showing signs of becoming one of Western Canada's most important developments; output from Alberta's 150 coal mines was estimated at 13,000 tons per day and the Dominion official statistics showed total Alberta mineral production for 1910 to be $7,876,458, an increase of $1,800,000 over 1909.[46]

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45. See Appendix II, A. & G. W. Affair--Information in this matter obtained for the most part from the Canadian Annual Review, 1910-13.

46. C.A.R., 1910, p 519.

In 1911 the Sifton ministry had continued political difficulties to meet within its own party ranks. The railway situation remained conspicuous throughout the year. In an address to the Legislature Mr. J. L. Cote stated that municipalities, railways and highways were the shortest route to the hearts of all Albertans, an extreme statement perhaps, but one containing a good deal of truth as evidenced by government policy which was shaped largely in answer to the demands of the electorate. The big political event of the year was the reconciliation between the government and Mr. Cross and his 12 followers.[47] This enabled the Liberals to face the world as a united party once more. With the party split officially healed, the way was clear for the necessary Cabinet changes of 1912 and the utilization of the most highly qualified men available.

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47. Mr. Cross had not been included in the new Sifton Government of 1910.

CHAPTER III

Reorganization, 1912
- Formation of Department of Railways and Telephones, and Municipal Affairs.
- Railway troubles
- Election - 1913.

Reorganization 1912. The 1912 session of the Alberta legislature was notable chiefly for the actions taken to bring about the long overdue government reorganization. The Public Works Department was becoming too cumbersome for efficient administration and it was seen that the administration of railways, telephones and municipalities called for departmental status. The Statute Act was amended to increase the number of government departments from four to eight and two new departments were immediately formed—the Department of Railways and Telephones, and the Department of Municipal Affairs. The consequent need for new cabinet ministers was used to the best possible advantage by Premier Sifton when he appointed C. W. Cross and J. R. Boyle. The long-lived antagonism between Cross and the government had been a serious political problem for the Liberals and the return of the popular Edmonton lawyer as Attorney General brought an official return to party unity. J. R. Boyle's appointment as Minister of Education served to soothe still more of the electorate in view of his strong attitude about the A. & G. W. affair.[1]

Several developments were made in the Provincial Secretary's Department as a result of the 1912 session. The Motor Vehicles Act was strengthened by the addition of safeguards regarding adequate lightning of vehicles, carrying license plates, licensing chauffeurs, registration of dealers and specific speed limits.[2] The Theatres Act

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1. Boyle had been one of the leaders of those opposed to the Rutherford railway policy.

2. Rate of speed not to exceed 1 mile in 4 minutes in city town or village and 1 mile in 6 minutes when turning corners.

provided for the control, licensing and regulation of theatres, entertainment halls and cinematographs, with power to appoint censors and inspect films.[3] A still further increase in the load carried by the department was incurred when the Corporation Taxation Act and the Railway Mileage Tax Act were transferred to the Secretary from the Treasurer's Department. These two acts were primarily responsible for the unprecedented revenue increase shown by the department.[4] A secondary cause for the revenue growth was the constant increase in automotive traffic and the more stringent licensing regulations. Revenue from the provincial gaols was also beginning to increase in 1912.

In several respects agricultural conditions had been changing to the detriment of many farmers, with the result that more action was being taken by the government. The constant inflow of settlers to former ranching areas was unfortunate inasmuch as a good deal of ranchland was completely unsuited for grain crops.[5] Consequently the cattle industry was declining and exports to Britain had almost stopped. The government expressed alarm at the obsession of the settlers for one-crop farming. The Deputy Minister of Agriculture, addressing a meeting at Red Deer, said that Alberta was "wheat crazy" and he went on to state: "Where mixed farming obtains the farmers meet their obligations better, the merchants are better off and the country more successful in every way. At Macleod, where grain

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3. This Act was not administered until 1914.

4. Total revenue 1911--$77,700.61; 1912--$281,376.39, Prov. Sec. Ann. Rep., 1912.

5. Strong contributing factors were the immigration work of the C.P.R. and the growth of irrigation projects.

growing obtains almost wholly, the farmers are half a million dollars in debt to the merchants and the merchants have asked the government to help them in some way by encouraging mixed farming."[6] The Provincial Livestock Inspector urged similar views constantly during the year. A Central Alberta Development League publication carried the warning: "A wheat harvest is either a feast or a famine. The farmer either makes a fortune or he loses one."[6a]

Duncan Marshall, the Minister of Agriculture, expressed his views on March 1, in a talk given at Macleod. "We know," he said, "that if the farmer goes into mixed farming he will be depending upon his market, and if the government find that agricultural interests are injured by middlemen paying prices that are out of proportion to the prices they obtain from the consumer, the government will take a personal interest and take steps to assure the farmer the proper treatment. We hope before the summer is over to have seven experimental farms in operation in the province. We shall soon have a herd of dairy cattle on each of those farms which will be operated along the general lines of mixed farming. The department will also build three Agricultural Schools during the present summer."[7]

The hopes of the Minister were almost realized in 1912, when six demonstration farms were opened. Their objectives were described in the first report of the Superintendent of Demonstration Farms.[8]

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6. C.A.R. 1912, p. 591.

6a. Ibid.

7. Ibid., p. 580.

8. Dept. of Ag., Ann. Rep., 1912.

Primarily, they were to work out in practical demonstration, on a farm conducted as any first class, progressive farmer would conduct his own business, the results of the experiments made on the Dominion experimental farms in the province. The second aim was to make these farms the bases of schools of agriculture, three of which were already under construction at Claresholm, Olds and Vermilion. In connection with the farms these schools proposed to offer full courses in agriculture and domestic science. Diplomas from the schools would serve as admittance to the proposed Provincial Agricultural College which would offer the degree of Bachelor of Scientific Agriculture. The overall aim of these educational branches of the department was to bring agricultural education as close as possible to the farmers and to act as a link between the men on the land and the larger, central agricultural college. From the small schools and the demonstration farms short agricultural courses, institute meetings, seed fairs, weed inspection, extension work etc., could be centred.

Activity in the Department of Education continued throughout 1912 with no unusual developments. Similarly, the Public Works Department showed no great changes beyond a reduction in the work and staff caused by the loss of the Municipal Affairs and Telephones branches,[9] and a subsequent reduction in the work and size of the correspondence branch. One technical triumph was noted in the report of the Steam Boilers branch, which proudly stated: "An innovation was made during the year by the purchase of three Ford, single-seated "Roadster" automobiles...the teams previously

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9. See <u>Supra</u>. p.60.

used, being dispensed with. The superiority of these autos over the teams has been amply demonstrated by the increase in the number of boilers inspected."[10]

Following the tradition of several of the older departments the new Department of Railways and Telephones left no records of its early organization, although it explicitly enumerated the mileage of railway lines and telephone poles in the province. The department, headed by Premier Sifton, assumed control of the telephone system on January 1, 1912, and during the year the physical plant and services were increased approximately 75%. The following chart indicates the growth of the system for the year:[11]

	LONG DISTANCE		RURAL LINES		SUBSCRIBER'S STATIONS	
	Pole mi.	Wire mi.	Pole mi.	Wire mi.	Pole mi.	Wire mi.
December 31, 1911	2,514	4,195	3,220	4,925	3,784	10,852
Additions 1912	603	2,494	2,762	4,746	3,336	3,840
Total	3,117	6,689	5,983	9,671	7,120	11,692
Increase	24%	59%	86%	96%	88%	35%

The scarcity of competent and efficient telephone construction men was acute. When an official of the department was sent East to engage as many men as possible he failed to hire even one. Labor shortage, equipment delays and bad weather combined to delay the proposed work, but by the end of the season the results were not too far behind earlier plans.

It was decided in 1912 to reorganize the telephone system in several different ways. The province would be divided into three

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10. D.P.W. Ann. Rep., 1912, p. 156.

11. Dept. of Railways and Telephones Ann. Rep. 1912.

districts instead of the existing five, each district to have a responsible local representative to represent the system in all routine matters. Lines of authority, responsibility and routine therefore would be more clearly defined. The Plant and Accounting branch was to reorganize to the standard accounting system of the American Telephone and Telegraph Company; the Stores branch was to be reorganized to improve promptness.

No relevant information is available as to the organization or activities of the Railway branch in its first year, but by 1913 the administrative staff of the entire department was composed of the Deputy Minister, one railway engineer and his assistant, one secretary and one clerk.[12]

The beginning of 1912 marked the start of a new era in the municipal affairs of the province. The creation of the Department of Municipal Affairs, headed by the Hon. Chas. Stewart, made Alberta the third province in Canada to have such a department.[13] It assumed responsibility for the administration of the Town Act, the Rural Municipality Act, the Village Act and the Local Improvement Act. In addition it acted as a collection agency by becoming responsible for levying and collecting local improvement taxes in unorganized areas and the taxes levied under the Education Tax Act on lands outside of organized school districts; it also assisted villages, rural school districts and local improvement districts in the collection of tax arrears.

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12. Public Accounts, 1913.

13. Previously only Saskatchewan and Manitoba had Municipal Affairs Departments.

The new Rural Municipality Act gave Local Improvement Districts power to apply for incorporation as Rural Municipalities with wider powers; by September, 108 petitions had been received and 18 new municipalities organized. Its provisions represented an attempt to effect a general organization of municipal government throughout the province with 227 municipalities coming under its operation by the close of the year. A mass of details was provided as to laws and matters of local administration. As in the Town Act land was liable to assessment and taxation whether occupied or not.

The Town Act made several material changes in the law under which towns could carry on business. The incorporation of new towns, the establishment of new villages and the organization of new municipalities,as well as providing information and advice, bulked large in the duties of the department. The Act provided for all matters of government and boundaries, polling and elections, duties of councils, assessment, taxation and finance, highway and local improvements. For all practical purposes the single tax on land values in incorporated towns and future rural municipalities, was established in 40 Alberta towns. The future minimum size for incorporation of towns was set at 7,000 population.

In his first report the Deputy Minister gave a concise survey of provincial municipal activities and difficulties. In part, his statement reads as follows:"...We will have to meet a great variety of problems. We have ubban municipalities in the agricultural parts of the province where there is a steady growth and where real estate has more or less fixed value. We have urban municipalities with large populations in mining areas where the growth and business of the town is subject to sudden changes and where there can be no

fixed value to the land as the existence of the town depends entirely on the operation of the mines. Then again, we have towns aiming to be industrial centres with their problems, towns that are fast becoming railway centres with troubles of their own...."[14]

The staff of the department was very modest in 1912, when it only employed the Deputy Minister and one stenographer. By the following year, however, it had grown to the following establishment:[14a]

Deputy Minister

Chief Clerk

Cashier

Auditors (4)

Clerks and Stenographers (36)

Election 1913. The last year of relatively uncomplicated, routine operations enjoyed by the Sifton government was 1913. A recession and war in 1914 and the inevitable upheaval which followed meant that government activities, particularly spending upon anything not directly connected with the war effort, were kept to a minimum.

The general election of 1913 was again more a battle of organization and personalities than a fight along party lines. The premier was a capable administrator, but he was not a persuasive politician. Although their new leader, Mr. Edward Michener was an earnest and respected man, the Conservatives missed the leadership of R. B. Bennett,

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14. Department of Municipal Affairs, Ann. Rep., 1912.

14a. Establishment derived from the 1913 estimates. Estimates are used to indicate establishment rather than Public Accounts because of the high rate of turnover indicated by the latter, whereas the estimates show the actual requirements--usually the actual salary expenditure is close to the estimate.

who had been elected to the Dominion Parliament in 1911. They were also hampered by a lack of funds, by the government majority of 34 to 7, and by the unknown conditions of 15 new seats. On the other hand the government was shackled to the still active spectre of the A. & G. W. affair, which was something to warm the hearts of the opposition. The alleged differences between Sifton and Cross were also fully taken advantage of, to the detriment of the Liberals. Among the electioneering items was a letter published by James Bower, former president of the U.F.A., which illustrates the government reaction to the demands of the farmers. "The farmers," he wrote, "applied for a packing plant. The government agreed to provide the funds if the farmers would agree to provide the hogs. The farmers applied for demonstration farms with schools attached. These have been instituted. The farmers applied for a Hail Insurance Bill, a Cooperative Bill and an Elevator Bill. These have all been made law and, I am informed, approved of by the Farmers Executive. Then there is the Direct Legislation Bill[15] which means, in effedt, the freedom of the people to govern themselves."[15a]

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15. Direct Legislation was enacted March 25, 1913 so far as the Initiative and approval of the legislation by the electors under the Referandum was concerned, but the Recall was not included and the Opposition, though approving the Bill in principle, declared its conditions impracticable. The measure provided that a petition signed by not less than 10% of all voters at the previous general election and not less than 5% of voters in each electoral division at the same general election could be presented if a Referendum was desired on any Bill. The same percentage held for presentation of petitions for the Initiation of legislation. Petitions for the taking of a Referendum could be presented within 90 days of the close of a session, but such Referendum was to apply only to such Acts of which the coming into force was deferred by the Legislature for 90 days after the session ended. The Initiative could not be requisitioned for "any grant or charge upon the public revenue" and the Act was to come into force after Proclamation.

15a. The Edmonton Bulletin, April 19, 1913.

The Hon. C. W. Cross declared in Edmonton on April 9, that he stood by his Workmen's Compensation Act, which had been criticized because 25 cases had come into the courts, although hundreds of cases had been dealt with promptly. He also mentioned legislation he had introduced which had given practical prohibition in rural areas and shortened the legal hours for bars. Premier Sifton's campaign was based upon his political record. A certain amount of stress was placed upon the A. & G. W. affair and the position held by each candidate as an individual, but as parties, neither the Liberals nor the Conservatives offered any solution to the problem.

The election was held on April 17, 1913, and as finally announced the results showed 38 Liberals and 18 Conservatives elected.[16] The Conservatives were not far behind in the number of votes cast and the rising anti-government feeling was indicated by the fact that there were more votes cast against the government than for it. The causes of the results were not numerous. Reciprocity probably held many rural Liberals who feared the Conservative attitude toward the agriculturists' "freer trade" policy. The support of the U.F.A., the comparative strength of the Liberal organization, the favorable seat distribution, and especially the lack of any one outstanding issue seem to have been the chief factors contributing to the Liberal victory.

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16. Mr. Rutherford, as an Independent Liberal Candidate in opposition to the Government, was defeated in Strathcona by his Conservative opponent.

During its three year tenure of office the Sifton government had faced a good many varied difficulties which were, for the most part, satisfactorily overcome. In 1913 the railway problem presented new and awkward phases and unpleasant general financial conditions were arising. The former Sifton met with special legislation,[17] the latter by two successful visits to England where he had floated a loan for $5,000,000 in connection with expenditures upon telephone extension and the building of public roads. The sale of bonds was at 97 or a little over 4%. At the same time an extension was obtained on the Treasury Bills in connection with the A. & G. W. loan of £1,500,000 at 5¾%. Following the elections he returned to London where he secured a 5 year lease for offices to house a government representative who would encourage immigration to Alberta and provide information to the British public.[18] He also arranged for another renewal of the temporary A. & G. W. loan.

The death of the Provincial Treasurer, the Hon. Malcolm Mackenzie, on March 15, brought about several changes in the cabinet. Mr. Sifton assumed the vacated post on March 26, and held it until November 28, when C. R. Mitchell became Treasurer. Charles Stewart became Minister of Public Works to replace Mitchell, and Stewart in turn, was succeeded as Minister of Municipal Affairs by Wilfred Gariepy, an eloquent and cultured French Canadian who was a new member of the Legislature.

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17. See Appendix, ~~III~~ A .& G. W. Affair.

18. Upon his return to Alberta he announced that an Agent General would be appointed.

The department most before the public in 1913 was that of the Hon. Duncan Marshall, Minister of Agriculture. The new Parliament buildings opened in that year and the department was able to move in.[19]

The increased accommodation made it possible to regroup correlated lines of work. For some years the Deputy Minister's office had been compelled to handle several routine functions which should have been passed on to the branches. Although the general office had always handled a number of these matters it was not desirable that the chief permanent administrator of the department should have his office tied down to specific chores which would divert his attention in some degree from higher policy matters.

One of the first changes was to transfer the duties of collecting crop statistics from the direct supervision of the Deputy Minister to the Publicity Bureau. This was done because the compilation of statistics was more closely associated with the work of the Publicity Commissioner than with the predominantly administrative work of the Deputy. The crop statistics fell into two divisions, meteorological reports and crop conditions. The meteorological information was received from the Dominion Meteorological Office at Toronto and was largely the work of a corps of volunteer observers in the province. It had been started by the territorial government and continued to provide the province with detailed weather information. The section dealing with crop statistics provided an account of crop yields, results of weather conditions, frosts, droughts, etc.

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19. Both the new Parliament Building and Government House were opened in 1913.

A second reallocation was the gathering of all work pertaining to livestock and making it the diredt responsibility of the Livestock Commissioner. The enrolment of stallions under the Horse Breeders Ordinance and the supervision and administration of the Herd, Entire Animals and Stock Inspection Ordinances were transferred from the general office. As well as assuming these new duties the Livestock branch managed to bring to a successful conclusion a problem in which it had been involved for some time. For several years the shippers of livestock had been dissatisfied with the service they were getting from the railways.[20] Box cars were substituted for stock cars, long delays were common and often animals went without feed or water for up to sixty hours; timetable information was not readily available and there were numerous complaints of overcharging. In 1911 a set of remedial regulations had been submitted to the Board of Railway Commissioners. On June 31, 1913, after continued complaints and government pressure, the regulations were accepted, with slight modifications, by the railway companies.

The final agricultural achievement of the year was the opening in November of the three schools of agriculture. The whole system was based upon those of Germany and Denmark, with a Board of Agricultural Education formed by a representative body of agriculturists and other prominent Albertans.[21] The schools were to deal with field husbandry, veterinary science, farm mechanics, dairying, poultry raising, horticulture, farm management, and a wide list of

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20. Dept. of Ag. Ann. Rep., 1910-13.

21. Dr. H. M. Tory was chairman and 11 other members constituted the Board. See C.A.R. 1913, p. 625.

subjects under the heading domestic science. The membership for the three schools was 125 students for the first term.

Educational conditions in 1913 were improving owing to the unusual amount of legislation being enacted which directly or indirectly affected the operation and administration of schools.[22] Such measures as the new Grants Act and amendments relative to school libraries, treasurers bonds, consolidation of schools, truancy and compulsory education naturally caused a marked increase in the departmental correspondence and investigation, while the extensive recent legislation respecting rural municipalities, villages and towns inevitably gave rise to complications between school boards and municipal councils, the adjustment of which required patient and tactful cooperation between the Department of Education and the Department of Municipal Affairs.

The Hon. J. R. Boyle initiated, during the year, a new plan for the sale of school debentures. He decided to make his department a sort of clearing house for the sale of such securities with the debentures made payable on December 1, no matter when issued. The debentures were to be forwarded to the Minister, who would negotiate with possible investors in the province or elsewhere. Another plan, which was enacted during the first session of the year, made the first statutory provision for the complete consolidation of school districts. If a majority of ratepayers in two or more contiguous districts favored consolidation the Minister could order consolidation upon the request of the school boards concerned.

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22. Dept. of Ed., Ann. Rep.,1913.

Two matters which required constant attention were the problem of keeping school attendance at a maximum and attempting to maintain a sufficient teaching staff for the province.[23] The West was still dependent upon the United Kingdom and Eastern Canada for the majority of its teachers. To meet the requirements of Alberta schools about 700 trained teachers were required per year.[24] A good deal of attention was given to the Compulsory Attendance Law; of 10,201 cases of truancy dealt with 8,866 pupils were returned to school. On December 8 the Minister stated to the press that "school attendance is compulsory". Towns and cities were required to employ truant officers and the department enforced attendance of children aged 7 to 14 in villages and municipalities, a matter which was formerly handled by the Superintendent of Neglected Children.

Organizational activity was still under way in the Department of Municipal Affairs in 1913. The 55 rural municipalities which had been organized in 1912 came into existence in December of that year and carried on business for the first time during the ensuing months. Many problems naturally arose, some of which were normal to any growing municipality, but a large number were related to the immaturity of the new organizations and lack of experience among those in charge. In a tour of new municipalities the Deputy Minister expressed pleasure

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23. Salaries had largely increased since 1905. For first class certificates males' incomes increased from $741.08 in 1905 to $1,013.46 in 1912; females from $715.63 to $739.13; 2nd class certificates, males from $620.90 to $776.49; females $572.10 to $697.27.

24. In 1913 certificates granted were: first class 154; second class 424; 3rd. class 212. Of these 790, only 311 were Alberta students.

at the results obtained after only one year. The Town Planning Act was passed on March 25, 1913, and placed in the hands of the Municipal Affairs Department. It gave ample power to deal with any situations liable to come before the department in connection with town planning.

Of the remaining departments that kept records, Public Works and Railways and Telephones did very little in 1913 beyond the routine work of other years. The Secretary's Department expanded considerably to cope with the rapidly increasing complexity of its duties. Administrative expenses for the department more than doubled over 1912 and a separate division had to be set up to handle the Motor Vehicle Act. Administration of the new Theatres Act added still another potentially important function to the department.

Boom, War and Recession--1914. Alberta's most sensational topic in late 1913 and early 1914 was a brief, but spectacular, flurry in oil. Drilling had been going on for some time in the vicinity of Calgary and on October 7, 1913, near Okotoks, a well came in containing natural gas and crude petroleum. By November 15, 16 new companies had been formed. Although warnings were issued by boards of trade there was no check to the excitement and everyone wanted to file claims "everywhere or anywhere", to join or form companies, to invest money, little or much in any concern which proposed to hunt for oil. By the end of the year the fever spread to Lethbridge, Medicine Hat and Edmonton, where numerous companies were organized to explore the Peace River area in search of oil and tar sands. The modest Okotoks discovery was supplemented on May 15, 1914, by a gush of high grade oil on the property of the Calgary Petroleum Products Company, at the Discovery Well, commonly called the Dingman Well. Among the well known men associated with the company were A. W. Dingman and

W. S. Herron, promoters, and the Hon. J. A. Lougheed, R. B. Bennett and O. G. Devenish of Calgary as shareholders. At that time there were about twenty legitimate concerns in the field with drilling outfits at work, making geological reports etc.; immediately hundreds of other syndicates began to advertise and sell stock with no more than vague intentions. Enthusiasm reached almost hysterical proportions. In one day it was reported that 100 offices were opened, stock selling for ten cents in the morning reached fifty cents by night, and waste-paper baskets were sometimes brought into use as cash registers.[25] Each new spout of oil from the Dingman brought a fresh rise in stock prices and an added inrush of speculators. On June 10, the Calgary Stock Exchange was formed with forty seats at $500 per seat. By July the rush of easy money was beginning to slacken and business began to return to a stable working basis; the war exerted an overwhelming damper on speculation and on November 12, speaking in New York, Mr. Sifton declared that the Calgary oil boom was over.

The government maintained its position in 1914 with a minimum of political grief although the general atmosphere in the province was one of economic pessimism. The partial recovery from the 1913 recession had turned out to be very brief and general activity fell off again in 1914. The government was not as downhearted as might have been expected however, because of the disposal of the more politically unpleasant aspects of the A. & G. W. problem and the consequent improvement of government financial conditions.[26] Furthermore the outbreak of war brought on a party truce which lasted until 1916. Some of the members enlisted and the province was generally

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25. C.A.R., 1914, p.674.

26. Ibid., p. 670.

[illegible]

[illegible]

[illegible]

less concerned with local politics than with wider issues. A provincial Liberal convention was interrupted by the war and a resolution was passed which stated that party action would be abandoned due to the larger crisis.

Labour problems were prominent throughout the year. On January 2, in Calgary, the Industrial Workers of the World clashed with the police, and 600 men in Edmonton were prepared to march to their rescue. The Lethbridge District of the United Mine Workers of America passed a resolution endorsing socialism. There were said to be 15,000 unemployed in the chief western centres during the winter of 1913-14 and this gave the I.W.W. their opening.[27] One member in Calgary was convicted of sedition; in Edmonton a deputation to the city council demanded meals, clean beds and work at not less than thirty cents per hour. The Government also received a resolution from the Alberta Federation of Labour, and several deputations including one from the cities of the province, all asking primarily for measures to relieve unemployment distress.

Despite the gloomy outlook there were certain events which, seen in retrospect, indicated that a recovery might well be on its way. United States immigrants brought in an estimated $200,000,000 during 1913.[28] The C.P.R. irrigation works at Bassano were inaugurated on April 25, opening up 1,000,000 acres of fertile land. On September 1 the Grand Trunk Pacific Railway opened for passenger and freight traffic between Fort William and Prince Rupert. The opening of the Panama Canal in 1914 and the provision of adequate dock facilities

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27. Their operation previously had been confined to the western United States.

28. C.A.R., 1914, p. 670; 150,000 immigrants at approximately $1,300 capital per person.

at Vancouver and Prince Rupert engendered a feeling of optimism with regard to the great potential saving in freight rates on grain. These matters, of course, were of concern mainly to Alberta and the West, but in the foreground of the entire economy was the war and its assurance of markets.

The year and its events affected the government departments in various ways. Most profoundly altered was the Provincial Secretary's Department. The unprecedented number of companies formed in 1913-14 caused a considerable increase in both work and revenue.[28] In 1913, 583 companies were incorporated with a stated capital of $69,041,715 and 201 extra-provincial or foreign companies were registered with a total capital authorized of $232,767,702. At the start of 1914 there were 2,823 exclusively Alberta companies under incorporation with a capitalization of $347,174,573, and of outside corporations doing business in the province 787 with $880,416,002 authorized capital. By October 1914, 502 more companies with a capitalization of $383,093,000 were incorporated.

This department expanded more in 1914 than it had in all the earlier years of its existence. The revenue had increased from approximately $280,000 in 1912 to over $515,000 in 1914; administrative salaries had grown from just over $7000 to over $20,000. Nearly half of the revenue increase was from the exceptional increase in incorporation fees, nevertheless there were substantial increases evident in other incomes, particularly corporation taxes and income from the Theatres Act. In 1913 it had been necessary to set up a new branch to administer the Motor Act,[29] and in 1914 another, larger branch,

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28. Prov. Sec. Ann. Rep., 1913, 1914.

29. See supra, p 75.

employing two censors and a small clerical staff, was erected to handle the Theatre Act. The removal of these rapidly growing duties from the direct supervision of the Deputy Provincial Secretary enabled him to give more time to the remaining diversified duties of his office.

The Public Works Department restricted its work in 1914 and several projects were deferred. Railway and Telephone activities went on as usual and the department responsible made no departure from routine duties. Besides the Secretary's Department, agricultural and educational conditions were such that the departments concerned were presented with several new jobs. Both of the latter two departments were affected by the above mentioned events--the outbreak of war, financial stringency, drought in some areas, high prices of farm products and the "back to the land movement."[30]

The financial stringency and the collapse of the building boom brought about a considerable change in the agricultural population of the province. Real estate and speculation had, for several years, attracted farmers to the cities, but by 1914 most of them were back on the farms. This increase in farm population was also felt by the Department of Education when the school population shifted from urban to rural schools.[31]

The academic staff of the University numbered 40 in 1914; there had been 30 graduates, and construction was under way on the Arts building. On April 14, it was announced that a provision of $20,000

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30. Dept. of Ag. Ann. Rep., 1914.

31. Rural School population increased approximately 7,000 over 1913.

had been made for the purchase of additional laboratory equipment. At about the same time an arrangement was made between the Department of Agriculture and the University of Alberta whereby the Provincial Laboratory was placed within the bacteriology department of the University.

There were several other new developments in Alberta Agriculture in 1914. The first Provincial Veterinarian was appointed to lecture at agricultural schools, to investigate disease outbreaks not covered by the Dominion Government's Animal Contagious Disease Act, and to look after the health of livestock on the demonstration farms. The three agricultural schools awarded diplomas to the graduates of the first two year term in 1914.

In his report for the year the Deputy Minister noted a considerable change in the nature of farm work. The department was happy to see that farming was fast becoming a mixed and diversified system. The number of milch cows had been increased by an influx of 10,000; hogs were increasing by leaps and bounds, with high prices being realized; poultry interests were increasing even faster, although 2,000,000 dozen eggs per year were still being imported; more vegetables small fruit etc.,were also being grown.[32]

The abnormal financial conditions interfered with progress in some municipalities to some extent, but the total disturbance was not too drastic. In 1914 two new acts, the Wild Lands Tax Act and the Timber Areas Tax Act were placed on the Statutes to be administered by the Municipal Affairs Department. The former aroused much interest as it affected about 20,000,000 acres in the province. It imposed a tax on lands, unused and uncultivated and held by their owners for merely speculative purposes, although the C.P.R. and other lands

32. C.A.R. 1914, p.653.

amounting to some 5,000,000 acres were exempt.[33]

33. The Act proved, in actual practice, to be very unsatisfactory. See E.J. Hanson- A Financial History of Alberta, for detailed study of taxation.

CHAPTER IV

War Period, 1915-18
- Slow-down in non-war activities
- Changes in work of departments

War Period, 1915-18. In 1915, Alberta following the precedent of the rest of the world, realized that all activities would have to be sublimated to the needs of the war effort. The following few years therefore, were marked by a further falling off in investment and speculation and a continued difficulty in obtaining loans, an almost total halt to railway construction by 1917 and shelving of a good many other projects such as telephones and public works, and a negative attitude in most departments toward expansion of activities.

On the brighter side, the war proved to be a distinct shot in the arm to Alberta's struggling economy. Economic recovery began about one year after the start of hostilities as a result of large war expenditures, increasing prices, munitions orders and the demand for wheat. The Autumn of 1915 brought the greatest wheat crop in the history of the province at a most opportune time. The unprecedented demands for food throughout the world made itself felt in Alberta by a continued expansion in agricultural production and a rise in agricultural prices. The annual value of agricultural products approximately doubled between 1915 and 1920, raising agriculture to the foremost rank of provincial industries.[1]

Of the political issues faced during the war the subject of prohibition was by far the most long-lived and difficult.[2] The Attorney General's Department had charge of liquor licenses and therefore bore the brunt of the Conservative's attacks, which were many. The Legislative session which opened on February 24, 1916, was occupied for a time exclusively with Opposition charges relating to liquor licensing. It was alleged that it was a topic of common knowledge.

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1. Agricultural prices declined after 1917.
2. See Appendix III, Prohibition.

that improper relations existed between officials and agents of the government and the Liquor License Branch of the Attorney General's Department on the one hand and the licensees of the province on the other. The allegations were that the licensees, by the coercion of the agents of the government, had offered large sums of money which went into the pockets of the agents or were used for the general advantage of the government. In the words of Dr. G. D. Stanley (Conservative): "The amounts are so large and the payments are so frequent that it creates a grave public scandal, and one that not only tends to corrupt the public life of the province, but renders largely inefficient this department of the government. In view of the fact that a new Liquor Act is about to be placed on the statute books it is especially necessary that this department should be free from corrupt influences." After considerable by-play in this matter charges were not proved and the regular business of the Session was commenced.[3]

Later in the Session opposition members Ewing and Michener proposed that the government should adopt "a system of Civil Service based solely upon qualification and merit and permanently maintained independent of political party influence," but the government amendment to this proposal, which declared that appointments "should continue" under the conditions specified passed after long debate on April 6.[3a] Several amendments to the amendment were rejected, one denouncing severely any civil servant who would make a party use of his department, and another censuring Ministers for alleged encouragement of employees in political campaigns. On April 22, the Calgary Board of Trade asked the Dominion and provincial governments for a civil service reform which would eliminate politics from the service. This awakening

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3. C.A.R., 1916, p. 736 ff., carries expanded story of the charges.

3a. Ibid.

realization of a need for reform was finally applied by the government in 1918, when several actions were taken in regard to the Civil Service. In November 1918, Premier Stewart announced that the government had been looking into the facts as to Civil Servants' salaries and decided to set apart $30,000 to be expended under regulations and in bonuses to members of the Civil Service who had been employed continously since 1917 at a salary of not more than $110.00 per month. In the Legislative Session of 1918 the Public Service Act was passed, to regulate the Public Service generally, to divide it into graded classes, fix a scale of salaries and provide for an Efficiency Officer to supervise the service.

The decision of the Liberal government to hold a general election in Alberta in 1917 was perhaps a surprise and certainly a distasteful prospect for the Conservatives.[4] They realized that circumstances did not favor them and they claimed that the middle of a war was no time to appeal to the people as the opposition would support all war and other "reasonable" policies. The unsavory events of the past, such as the A. & G. W. Railway episode, had been more or less forgotten by the public. With unusual strength of mind Sifton had refused Commissions in respect to several inquiries demanded by the opposition, such as liquor license payoffs and railway guarantee investigation. Government legislation had been voluminous and on the whole, popular, and the Farmers were generally inclined to support the Liberals, who, also, had always made the most of reciprocity and free trade issues in their provincial contests.

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4. C.A.R. 1917, p, 801.

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When the elections were still pending the government arranged, by special Legislation, to re-elect the 12 members overseas. Much legislation demanded by the U.F.A. and Women's Organizations had also been granted.[5] The spectre of Conscription and the known opposition of Laurier toward it exerted a significant influence on the foreign-naturalized vote of the province. Railway and telephone expansion had always been a strong plank in the government platform; the final bulwarks of Liberal's strength were the astute management and organization given by Cross, while the binding effect of Gariepy held the French vote.

The foremost appeal made by Michener in the election can best be summed up in his own words: "I denounce the effort of the Sifton government to hive the soldier vote as a deliberate plot to give greater weight to the enemy alien electorate of this province."[5a] He claimed that 34,659 fighting men and nurses overseas had been practically hived into 2 seats arbitrarily created by the Legislature and that this left the province at the mercy of the enemy aliens or other "foreign-saturated" voters. Conservative opinion was in favour of disfranchising alien enemy voters.

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5. The Equal Suffrage Act, March 1, 1916, provided that any man or woman 21 years of age, being a British subject, resident for one year in the province and 3 months in an electoral district, could vote in that district for the provincial Legislature. Women received the same political rights as men and could be elected to the Legislature or become Ministers of the Crown. It was estimated that there were 6 women for 10 men in Alberta. This Act further pleased the women, who were already happy about the government Prohibition policy.

5a. C.A.R., 1917, p. 804.

The election was held June 7, 1917, and changed the party standings very slightly. Elected were: Liberals 34, Conservatives 19, Independents 3, (normally government supporters).[6] A notable election was that of Mrs. Louise C. McKinney, President of the W.C.T.U. and a Non-Partisan, who left her resignation in the hands of the League, to be used for purposes of "recall" if she ever differed from them, or her electors-- or some of them.

In the meantime Premier Sifton had been engaged in a matter of far more significance to Canada as a whole. He had been taking an active role in the Western Conference and the problem of the Union Government. Although he favoured the idea of a Liberal or non-political chief he finally agreed, with a number of other Liberals, to join the Borden government. On October 13, he was sworn in as Federal Minister of Customs, an action which was most damaging to the Alberta Liberal party.[7]

Upon his resignation as Premier, the Lieutenant Governor called on the Hon. Charles Stewart, Minister of Public Works, to form a government. On October 16, the new Ministry was sworn in as follows, with G. P. Smith, a member of the house since 1909, as the only new Minister:

Hon. Charles Stewart--Premier, President of Council, Minister of Railways and Telephones

Hon. A. J. McLean--Minister of Public Works

Hon. J. R. Boyle, K.C.--Minister of Education

Hon. C. W. Cross, K.C.- Attorney General

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6. C.A.R., 1917, p. 807.

7. L. G. Thomas, op.cit.,p. 424.

Hon. C. R. Mitchell, K.C.--Provincial Treasurer

Hon. W. Gariepy, B.A., B.C.L.- Minister of Municipal Affairs

Hon. G. P. Smith—Provincial Secretary.

Following the change intthe government and his successful reelection, Mr. Michener also retired to accept a seat in the Senate. General political conditions were relatively unchanged for the next year, the government having 34 supporters with 24 opposition. The next important and surprising change in the Liberal ranks came on August 22, 1918, when it was announced that the Premier had asked Cross for his resignation. Shortly thereafter it appeared that the Order-in-Council appointing Mr. Cross had been formally rescinded. No reasons were given or correspondence published but it was believed to be a result of the fight made by Cross to hold Liberalism for Laurier against the Union Government in 1917.[8] Thus, after membership in the Alberta government since 1905 and a general expectation that he would some day be premier, Mr. Cross retired. In the alterations made necessary by the dismissal of Cross, the Cabinet was thoroughly shuffled. The new composition was as follows:

Hon. C. Stewart--Premier, President of Council, Minister of Railways and Telephones

Hon. J. R. Boyle, K.C.- Attorney General

Hon. G. P. Smith—Minister of Education

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8. L. G. Thomas, op.cit.,p424--After Sifton's resignation, party faction reappeared. Frank Oliver and his many friends in the Alberta cabinet, joined for the first time by Cross, supported Laurier and his opposition to conscription. Those members of the Alberta Liberal party were therefore not on the best of terms with the pro-conscription and pro-union members.

Hon. J. L. Cote--Provincial Secretary

Hon. A. G. MacKay--Minister of Municipal Affairs and Public Health

Hon. C. R. Mitchell, K.C.--Provincial Treasurer.

During the changes the Hon. W. Gariepy had acted as Provincial Secretary for a month, but resigned for business reasons. Two new ministers appeared-- J. L. Cote, the former M.L.A. for Grouard, and A. G. MacKay, M.L.A. for Athabasca, one time leader of the Liberal Opposition in Ontario and a highly capable man.

The first session of the fourth Legislature was notable mainly for the presence for the first time in the history of English institutions of two women members in the House--Mrs. L. C. McKinney and Miss Roberta MacAdams.[9] A new opposition leader, Mr. George Hoadley, had been elected at a Caucus of 19 Conservative members shortly before the Session.

During the war period several events took place that cannot be neatly labelled under the name of progress, politics or administrative developments. In view of their general interest they are mentioned here in a miscellaneous grouping. In 1915 there had been a slight flurry about the foreign born and the bi-lingualism question. According to the 1910 census there were 83,114 French, German and Austrians out of a total population of 374,663, so the problem was present even before the heightened patriotism of wartime. Both the government and opposition were firm in their resistance to any encroachment of bilingualism into the school system. The general attitude of the foreign population both in this and other war matters was not actively hostile however.

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9. C.A.R. 1918, p. 708.

Oil interests of the province again aroused discussion in 1915, but there were no further tendencies toward a boom and there were few left of the earlier maximum of 500 companies in and around Calgary. On July 5, the provincial government appointed a Commissioner to investigate the promotion, management and record of the boom oil companies.[10] Some varied irregularities were uncovered but the Court of Appeal decided that the inquiry was illegal and it ceased operations.

By 1916 the results of the A. & G. W. building program were becoming clear, 650 miles of railway had been completed in the North by McArthur and on November 11 McArthur informed the Edmonton Bulletin that in the current year the total tonnage shipped from Edmonton to the North via his railroad amounted to over 40,000 tons compared with the old time round-about shipment of 1500 tons per year. The total railway mileage in the province on December 31, 1916, was 4,566 with the breakdown as follows: C.P.R.— 1920 miles, C.N.R. — 1250 miles, G.T.P.—707 miles, Edmonton Dunvegan & B.C.— 417 miles, A.& G.W.—223 miles, Central Canada Railway— 49 miles. During 1916 the increase was 143 miles.[11]

A matter of great public interest in 1917 was the retirement of the R.N.W.M.P. from all civil duties after 43 years of continuous service throughout the West, in both military and civil work. The work of organizing a provincial force was commenced and on February 5 the Premier announced that the Alberta Provincial Police Force had

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10. C.A.R. 1915, pp709,710.

11. Ibid., 1917, p. 784.

been established by Order-in-Council and would be administered by a Commission, which would "...be in entire and absolute control of the law enforcement of the province. No member of the government nor any member of the Legislative Assembly will take any part in recommending the appointment of any official of any kind. The Superintendent of the Force will, consequently be appointed by the Commission, and all his subordinates...."[11a] On March 1, 96 men of the authorized 150 were sworn in. It was estimated that the new force would cost $250,000 per year.[12] Four R.N.W.M.P. veterans were appointed Inspectors. The force was to be a foot force except for a few mounted sections.

The departments of the government became less or more active during the war, depending upon their functions. The trend was away from construction and toward increasing production and raising the government revenue, and by 1918 toward an increase in social services. To the extent that these ambitions were realized therefore, the departments of Public Works and Railways and Telephones generally declined in importance, the Department of Agriculture advanced to the front rank, the Department of Education staggered along as best it could and the Secretary's Department was aggrandized a good deal in 1918 with respect to its performance of social functions.

The Public Works Department gradually cut down in most activities until 1917, when high prices of material and the labor shortage forced cancellation of all works except those of absolute necessity.[13] In

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11a. C.A.R., 1917, p. 786.

12. E. J. Hanson op.cit. In 1920 it cost $493,000 compared to $75,000 for R.N.W.M.P. in 1916.

13. In 1917 and 1918 there had been a total of 48 department employees in the armed forces.

conformity with the overriding need for increased production a Drainage Act was passed in 1916, and following amendments thereto in 1917 a new Drainage Branch was organized in the Public Works Department.[14] The purpose of the Act was to bring more land under cultivation in certain wet areas. During the year several petitions were received requesting organization of areas as drainage districts; in one case it was expected that tenders would be called for and work commenced in 1917, and several others were nearly as advanced.

The drainage problem was further simplified in 1917 by the passage of the Reclamation Act. Formerly the ownership and control of all lakes and marshes were vested in the Crown in the right of Canada, while control of the drainage land was vested in the Crown in the right of the province. This divided jurisdiction interfered with drainage of swamp lands, but under the Reclamation Act, provision was made whereby vacant Dominion lands included within a Drainage District could be purchased from the Dominion by the province and when reclaimed, sold, with the proceeds from the sale to be applied to the cost of the drainage work. Provision was also made for drainage of Dominion lands in connection with the construction of highways, for the construction of small drainage projects to be dealt with by the Dominion government and for drainage projects initiated by the Dominion government under the Provincial Drainage Act.

The jurisdiction of the department was further increased in 1918 by the assumption of control over the Hospital for the Insane at Ponoka, the Lethbridge Gaol and the Fort Saskatchewan Gaol, all of

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14. Dept. of Public Works Ann. Rep., 1917.

which previously had been the responsibility of the Provincial Secretary's Department. A new Hospital for Returned Soldiers was also taken over by the Department of Public Works when it opened on March 14, under the supervision of Dr. D. L. Dick, Medical Superintendent, with thirty-five resident patients. By the end of the year there had been 111 patients admitted, four probated and two deaths, leaving 105 still resident.[15]

To better enable the department to regulate the growing mining industry of the province the Mines Act was amended during the 1918 Legislative session. The principle changes made provision for bringing all operations incidental to the extraction of coal within the scope of the Act, and for requiring monthly reports as to output and operations, instead of yearly as formerly. An amendment was also made giving the Lieutenant Governor in Council power to grant leases for mining coal under road allowances, to make arrangements for the installation and operation of mine rescue stations to make regulations regarding wash houses and emergency hospitals. This is just one aspect of the growing concern for social services in 1918.

Railways and Telephones. There is little to report of activities in this department. By 1917 extension work had come to a complete stop in the telephone branch, and railway construction was very small.[16] As well as the pressing need to cut down unessential services the reasons given for stoppage of telephone extension were labor shortage, material

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15. The 111 patients had been transferred from Ponoka.

16. Department of Railways & Telephones Ann. Rep., 1917.

shortage and price increases. During 1917 Mr. Michener, who was still opposition leader at that time, expressed doubt as to the telephone system being a revenue producing utility. In reply the Premier declared that the system was not only paying maintenance and a portion of the interest charges on the bonds, but had a surplus of some $40,000.[17] Other opposition charges criticized both the large expenditures on railway extension and the insufficient extension being carried out. By 1918 not only was new construction being minimized but even maintenance was reduced to the least possible level to avoid diversion of capital and labor from essential war needs. Alberta, in common with the whole world was marking time in normal industry through the war years.

Education. This Department felt that it could afford retrenchment less than any other branch of the public service and accordingly maintained its functions at as high a level as conditions would permit. During 1916 preparations were made for the re-education and vocational training of the partially disabled returning soldiers.[18] The Dominion Government through the Military Hospitals Commission, approached the department with a view to securing its advice, cooperation and assistance. The Provincial Director of Technical Education was appointed District Vocational Officer to organize and develop the special service as quickly and effectively as possible. The teacher shortage was constantly becoming more serious, showing a

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17. Cf. E. J. Hanson, op.cit., If depreciation allowance had been included the surplus would have become a deficit.

18. Department of Ed. Ann. Rep., 1916.

decrease in the number of student teachers from 601 in 1915 to 438 in 1916 and 331 in 1917.[19]

In 1918 the School Law received the following amendments:

1. Made it compulsory for boards of trustees in town schools to employ a doctor to inspect or supervise inspection of pupils once a year.
2. Raised compulsory age limit from 14 to 15 years.
3. Fixed minimum yearly salary of $840 for teachers in ungraded schools in an attempt to influence students to become teachers.
4. Provided for an initial grant in library books to each school upon its establishment.

The first annual report of the Home for Mentally Deficient Children was submitted to the Minister of Education for the year 1918. A house was obtained in Edmonton and after extensive changes and rearrangements by the Department of Public Works the building was ready for occupancy by November 1. A staff was procured under the direction of a Superintendent and by the year's end there were 16 patients.

The Provincial Secretary's Department remained quite active since it was, to a considerable degree, a collecting department and was directly involved in the scramble for additional government revenue. In 1915 the total revenue of the department fell off by approximately $155,000 because of the decrease in incorporation fees. Following 1915 the number of companies taking out licenses never reached the peaks set earlier. Routine administration remained fairly constant until 1918 except for the operation of the Theatre Act and the Motor Vehicles

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19. Department of Ed. Ann. Rep., 1917.

Act, which were rapidly growing in complexity, in cost and in income. In the 1916 Legislative Session an Act was passed providing for the taxation of theatre and moving picture admissions; the Corporation Taxation Act was amended so as to apply to all companies operating in the province, including those under Dominion charter.[20] The income received from the Theatre Goers Taxation Act, which was placed under the control of the Secretary, along with a revenue increase from the Railway Tax Act and the constantly expanding corporation taxes and motor vehicle receipts, served to put the 1916 departmental revenue higher than that of any previous year.

In 1918 the department relinquished administrative control of several functions. On December 8, 1917, by Order-in-Council the administration of Gaols and Prisons Act was transferred to the Department of Public Works to date from January 1, 1918. A second Order-in-Council, September 24, 1918, transferred the administration of the Vital Statistics Act to the Municipal Affairs Department. The final transfer was made effective on October 1, when the control of the Marriage Ordinance was given to the Municipal Affairs Department. Despite the loss of these functions, which the previous year had yielded over $80,000 revenue, the department registered an increase in revenue of over $250,000 in 1918, which put it over the $1,000,000 figure for the first time.[21]

20. But exempting the Farmers' Cooperative Elevator Company.

21. Responsible for the increase were: Corporation Taxation Act— approximately $42,000 over 1917, and Motor Vehicle Act— increase of approximately $265,000. Provincial Secretary's Ann. Rep., 1917-18.

The Public Accounts for 1918 divided this department's expenditures into two principal sections, General Departmental expenditures, which remained within the Civil Government expenditures of the Public Accounts and General Administration, to which the administrative expenditures of the Corporation Taxation Act and Motor Vehicles Act were transferred. To a large extent the year 1918 established the department in the position it was to retain for the remainder of the Liberal period.

Municipal Affairs. As one of the newer departments the Department of Municipal Affairs was still in its infancy when the war commenced and therefore was unable to settle back and let a well-established institutional frame carry it through the war years. The serious problems facing the department were made known more fully when the Minister presented his report for 1914 to the Legislature in March 1915. Among other things, financial conditions were discussed: "This state of affairs may be traced to two conditions--the unusual money stringency and the rather too optimistic spirit that prevailed in some of these mumicipalities in past years, inducing them to incur very large liabilities. While the most of our urban municipalities will be able to weather the financial storm, it would appear advisable that some action be taken in the near future whereby more control will be exercised by some central authority to prevent the incurring of a large indebtedness which will afterwards form too heavy a load for the municipality to carry."[22]

Following Mr. Gariepy's reference to these municipal conditions the Premier introduced in the Legislature, late in March, a Public Utilities Act. This important measure provided for the appointment

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22. Department of Municipal Affairs, Ann. Rep., 1914.

of a permanent, non-partisan Commission to be composed of three members under 70 years of age, appointed by the government for 10 years and removable only by the Lieutenant Governor or by an address from the Legislature. The duties of the Board were to include:

(1). Supervisory jurisdiction over Public Utilities, with power to make such orders regarding equipment, appliances, safety devices, extension of works or systems that might be necessary for the safety or convenience of the public, or for the proper carrying out of any contract, charter or franchise involving the use of public property or rights.

(2). Power to make enquiry into the merits of any application by a local authority for permission to raise money by debenture or upon the security of stock, and the power to grant or refuse such permission.

Public utilities of cities or towns were to be exempt unless a by-law was passed asking for inclusion. Government utilities such as telephones and railways under provincial charter came under the Act. The Board was vested with judicial powers and no appeal was given as to matters of law or fact. Authority was given to supervise the borrowing power and policy of municipalities of all kinds and even to override city charters or town acts in the matter of sinking funds. The measure passed in due course and in October the Commission was appointed, with G. H. V. Bulyea, the retiring Lieutenant Governor, as Chairman.[23] By 1916 the Deputy Minister declared that many municipalities had learned the hard way the necessity of getting their

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23. Mr. Bulyea was succeeded as Lieutenant Governor by R. G. Brett, M. D. of Banff--a member of the Old North-West Council in 1889-92 and of the Assembly until 1900.

business on an absolutely solid foundation.[24] They had been forced by this time to the realization that, conditions being what they were, to keep on a solid footing they must keep expenditures to the minimum necessary to carry on municipal business, in contrast to the overfree spending of earlier years.

A large deputation representing rural interests, labor bodies and other interest groups waited upon Mr. Gariepy on October 26, 1916, to urge that a provincial system of public hospitals be established, which would include all public hospitals then operating; that the province be divided into hospital districts or areas so arranged that hospitals could be established within reasonable reach of all; that all hospitals should conform to a provincial standard and be erected and equipped under government supervision and inspection, and standards for nurses, together with provision for their training; that the services of each hospital be available to the residents of the district without fees; and that hospitals be better equipped, operated and maintained by a tax on the land and other natural resources. The Minister promised that the Cabinet would seriously consider the matter.

During the 1918 session of the 4th Legislature an Act was passed which authorized the Minister of Municipal Affairs to divide the province into hospital districts under certain limitations as to petitions and number of voters requesting such districts; to fix the number of members of the hospital boards and to appoint a proportion of them to act with these boards and the Board of Utility Commissioners-

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24. Department of Municipal Affairs, Ann. Rep.,1916.

subject to the ratepayers approval— in selection of sites and construction of hospitals.

Several amendments were made to the Town, Village and Rural Municipality Acts in the 1918 session. Provision was made by which town councils could be dismissed under certain conditions and summer resorts could be established as villages; the Rural Municipality and Local Improvement Acts were amended so the former Small Local Improvement Districts were done away with and each Local Improvement District became what was to be called a Municipal District and the former Rural Municipalities became Rural Districts, so that the only type of rural organization with local self government remaining were Municipal Districts. Portions of the province not included within boundaries of a city, town, village or municipal district were divided into districts known as Improvement Districts which had no self-government. All taxes except school taxes within organized school districts were levied and collected by the department and the administration of affairs in connection with road building, public health and so on, was run directly by the Provincial government.

When the Hon. A. G. MacKay took over as Minister of Municipal Affairs in August 1918, he received control not only of the department as formerly constituted, but shortly received the added responsibility of administering the Public Health Act, the Municipal Hospitals Act, the Vital Statistics Act, the Marriage Ordinance and control of matters pertaining to public health nursing.[25] He took on these duties just

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25. Department of Municipal Affairs, 1918.

in time to get in on the influenza epidemic in October, which greatly increased his responsibilities and the importance of Public Health. The Public Health Branch of the Department of Municipal Affairs was nominally still a branch of the Municipal Affairs Department, but it had almost full departmental status in 1918 and was created as such the following year. The department came as close as possible to being organized along the lines of specialists working toward the promotion of the public health. With the exception of the Statistics Branch all sections of the department were directed toward actively improving health conditions in the province.[26] The activities of this department were preventive as well as curative and it operated as such by means of increasing sanitations, improving housing conditions, disseminating monthly bulletins to publicize the laws, which were rigidly enforded. Other important health work along the same lines included medical inspection of schools, organization of municipal hospitals, special grants to induce medical men to settle in isolated districts, provision for looking after the feeble minded and fighting venereal diseases. In 1917-18 a new service was added in the form of medical services for the care of soldiers' children. Included in the public relations work of the department were the showing of health films and exhibits, issuing free pamphlets and vaccines.

The Public Health program formulated by the Provincial Board of Health the previous year was elaborated in 1918. A prominent item in the program was the appointment of 5 Public Health Nurses.[27] After

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26. See Organization chart in appendix IV.

27. One superintendent and four graduate field nurses. Report of Public Health Branch of Department of Municipal Affairs, 1918.

receiving special training at the University from Public Health specialists these nurses were placed at various points in the province. A laboratory technician was hired in October to make tests in connection with the increasing concern about venereal diseases. Early in the year two sanitary inspectors were appointed and joined later by a third. Owing to the war the department operated with a shortage of medical inspectors, and local doctors often had to be engaged to cope with infectious diseases.

Health conditions during 1918 were a matter of great concern to the entire government and activity in the health branch was of the highest degree of importance. Early in the year smallpox broke out and before the epidemic was over it had become probably the worst outbreak in the history of the province with hundreds of cases being reported.[28] This outbreak, serious though it had been, was overshadowed by the widespread and serious influenza epidemic of October and November, which showed 9,206 cases on November 4 and 11,997 by November 11.[29] Drastic measures were necessary and were accordingly taken; public meetings were banned and masks were ordered for barbers, dentists, food handlers, etc. One concurrent aspect of the trouble occurred when the demand for liquor and nurses outstripped the supply. The former was prescribed and urgently called for, providing the opportunity for many unscrupulous druggists to raise the price greatly in an attempt to equate supply and demand. Since available stocks in Canada were nearly depleted the problem became acute.[30]

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28. Public Health Branch Report, Dept. of Mun. Aff. Ann. Rep., 1918.

29. C.A.R., 1918, p.722.

30. Appendix III Prohibition.

Agriculture Department. With the growing concern over the importance of increasing agricultural production, the Department of Agriculture suffered no decline in activity during the war. The salary expenditure of the department increased, in fact, by more than 50% in 1915 over 1914.[31]

The increasing activity of women in public affairs was noticeable in the strides being made by the Women's Institutes of the province. Originally under the direction of the Superintendent of Fairs and Institutes, by 1915 they had advanced to such an extent that it was necessary to provide them with their own superintendent. Although the expenses incurred to administer these branches brought on a good deal of criticism of the government, it was probably a practical political expedient in view of the forthcoming Equal Suffrage Act. The objective of these Women's Institutes was the improvement of social conditions in rural and other communities by means of the study of home economics, child welfare, disease prevention and other social problems. Their aims were to be put into effect by utilizing the Institutes as social centres, encouraging and improving agriculture and agricultural conditions, and conducting educational work to further these aims. In general they wanted to better home conditions and increase the general fund of health, comfort and efficiency. The Institutes increased from 42 branches with 1,400 members early in 1915 to 135 branches and 3,700 members by late 1916.[33]

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31. 1915--$29,060; 1914--$19,233, Public Accounts, 1915.

31. Supra, p. 85, n.5.

33. Dept. of Ag. Ann. Rep., 1914-16.

The Publicity Commissioner reported a decided decrease in immigration in 1915. The decline had started in 1914, when there was a 6% decrease compared to the previous year. The 1915 total was a further decrease of 7% compared to 1914. This meant a virtual elimination of recent Europeans as a factor influencing the population of Alberta, except in natural increase, at which they more than held their own. During 1915 however, there were about 20,000 new settlers from elsewhere in North America, about 75% of which were from the United States.

The recording of Vital Statistics was shifted from the office of the Deputy Minister to the Medical Officer of Health in 1915 and at the same time the latter was made Deputy Registrar General.[34]

A system of district agents was established by the department early in 1916. Men representing the department were stationed at Vermilion, Stony Plain, Olds, Sedgewick and Claresholm. Their work for the first year was confined to publicizing themselves, chiefly by organizing and supervising boys and girls clubs. The aim was to extend departmental activities to assist farmers in their agricultural society work, community center activities, marketing and various other functions. The agents were all agricultural graduates with extensive farm experience, who could act as on-the-spot representatives of the government to encourage the farmers to bring in their problems. A few of the many services they were to perform were carrying out noxious weed tests, butter fat tests, collecting samples of water for

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34. Dept. of Ag. Ann. Rep., 1915--the Minister of Agriculture was Registrar General.

the provincial analyst and reporting disease outbreaks to the provincial veterinarian.

The election in 1917 was, to a considerable degree, hinged upon the the agricultural policy of the government. After his election Premier Stewart credited the Grain Growers organization with being a large factor in returning a Liberal government.

The campaign for increased production was in full swing by 1917 and the efforts of all branches were directed towards this end, with a consequent increase in work.

A new system in poultry and egg marketing had, for some time, been developing in the province. In 1914 the Dominion Government had provided a permanent representative in Alberta in an attempt to develop a nation-wide egg marketing service. For two years thereafter the province assisted, but soon decided that it would have to become more intimately associated with the work if any substantial assistance were to be rendered. After negotiations with the Dominion Livestock Branch a plan was agreed upon whereby each government would be equally represented on the staff and each government would share equally in financing and administration. An "Egg Marketing Service" was organized in June 1917, under the direction of a Poultry Marketing Commissioner and during the remainder of the year 182 shipments of eggs were received and marketed for 20 odd farmers' organizations.[35] This service was to be continued under the joint supervision of the two departments of agriculture

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35. Dept. of Ag. Ann. Rep., 1917.

until the farmers themselves were able to take direct charge of the management. At the station, egg shipments from any farmers organizations would be accepted, candled, graded and marketed, and the selling price, less operating charges, returned to the shipping association.

A number of new departures in connection with livestock conditions in the province were initiated by the Livestock Commissioners Board in 1917.[36] These innovations were:

1. Organization of Breed Associations for the three leading beef breeds of cattle.
2. Government assistance to settlers in purchasing female cattle.
3. The movement of sheep by rail from the prairies to the Forest Reserves for summer grazing.
4. Establishment of Pig feeding competitions for children by the Swine Breeders' Association at Edmonton.
5. Holding a baby beef competition at the Calgary fat stock show.
6. Entrance of an Alberta herd of cattle at the Chicago International Fat Stock Show.
7. Supplying brood sows to farmers at cost.

Two other items of interest regarding the agriculture department in 1917 were, first, the completion of arrangements with the Dominion Census Office, by the Publicity Commissioner, whereby closer cooperation would be attained and future provincial reports would be identical, and released simultaneously with those of the Dominion department;

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36. Dept. of Ag. Ann. Rep., 1917.

second was a change of major importance--the transfer of the Public Health Branch to the Department of Municipal Affairs.

The influenza epidemic of 1918 forced the agricultural schools to close for the term. This closure, when added to the already decreased attendance brought on by the war, curtailed a good deal of the department's educational program. The unoccupied and well qualified agriculture instructors were available, however, for other duties and 16 men were recruited from the teaching staffs to act as agricultural representatives. On March 12, the Minister had announced a new plan for increasing production. The province was divided into 16 districts, each in charge of an agent and the whole coordinated with the department and aided by a $25,000 grant from the Food Board. The Representatives went out to attempt to prepare more land for crops in 1919. The results were good in general, although after the first two months, when conscription came in, the zeal of the farmers was somewhat dampened.[37] The patriotic instincts of Alberta farmers and the added appeal of the current high prices for farm products were sufficient incentives to increase the amount of land being broken.

Several important provisions were added to the Dairymen's Act in the amendment carried in the 1918 Session. It had been seen years earlier that the demand for Western Canada's dairy products was governed largely by world market conditions and therefore Alberta dairymen were faced with the problem of securing and holding

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37. Dept. of Ag. Ann. Rep., 1918.

foreign markets. This necessitated a continued attempt to stabilize the commercial side of the dairy business. The additions to the Act were such as to encourage efficiency in the handling and manufacture of the products, to promote fair competition among manufacurers and to help to provide a true recognition of the interests of the dairy farmers. Specifically the regulations provided for the examination and licensing of testers of milk and cream in creameries, cream stations and cheese factories.[38] Later, regulations were made to establish commercial grade standards and grade descriptions of cream.

The work of the Seed and Weed Branch had by 1918 expanded to include such functions as supervision of field crop competitions and seed fairs, distribution of seed grain and supervision of weed inspection.[39] In addition other educational work along the most necessary and practical lines possible was carried out.

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38. Dept. of Ag. Ann. Rep., 1918.

39. Undertaken by the Seed Grain Act of 1917.

CHAPTER V

Post War Period, 1919-21

- Economic and agricultural difficulties
- Increase in public welfare work
- Establishment of a Department of Public Health
- Entry of U.F.A. into politics
- Defeat of Liberal government by U.F.A.

Post War Period 1919-21. Although the Armistice was signed on November 11, 1918, the influences and repercussions of the war continued to be felt throughout the world. The defeat of the Central Powers, the impoverishment of most of Europe and the widespread unrest and economic disequilibrium precluded hopes for any immediate return to normal peacetime conditions. The financial shock of the transition to peace proved to be as difficult to surmount as the change to a war footing four years earlier.

In theory, Alberta appeared to be in a strong economic position in 1919. With only 7,000,000 acres of land under cultivation out of an estimated 80,000,000 acres of good farm land, Alberta had the basis for an ever-increasing production and prosperity.[1] Combined with the rich, rolling prairies and great grazing districts were considerable quantities of white spruce and pulpwood; extensive potential water power; numerous lakes well stocked with fish; plentiful supplies of grain and vast coal reserves;[2] immense resources of bituminous sands along the Athabasca River and gypsum along the Peace River; natural gas and great potential oil fields. Large irrigation works aided farm production in the south and immigrants were beginning to pour into the north country. With all the potential of the Province the population was little over half a million with, in 1918, a production of grain, hay and root crops valued at $128,596,000; animals slaughtered and sold worth $50,000,000; dairy and other products valued at $35,575,000. Despite this bright picture it must be noted that the economy of any state or province depending largely upon export markets cannot achieve a satisfactory degree of stability. This is especially true in Alberta, where the product

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1. C.A.R. 1919, p.746.

2. Ibid., An estimated 1,072 million tons of coal under 25,000 square surface miles.

is predominantly wheat, and therefore is dependent upon favorable weather and where transportation charges are excessively high in proportion to the value of the goods shipped.

When all factors are taken into consideration it is not surprising that the years 1919, 1920 and 1921 brought about such a decided shift in the political makeup of the Province. When the post-war recession proved to be such a hardship for Alberta farmers they began to look for a new road to salvation. The difficulties being encountered by the railways, the financial troubles of the municipalities and the lack of success in negotiations with the Federal government to obtain the provincial natural resources did nothing to add to the peace of mind of the government. In a desperate endeavour to remain in power the Liberal party grew constantly more radical in its attempt to placate the farmers, knowing that it was entirely dependent upon them for reelection.[3] The farmers of Alberta were believed to be "the most independent, the freest thinking and most radical of the entire West."[4] In 1919 they appeared to have made up their minds to fight the old line parties unitedly as far as Dominion politics were concerned and their entry of a candidate in the provincial by-elections indicated that they were not beyond fighting the Stewart government. The formation of a U.F.A. political association, "to inspire and supervise political constituencies of the province," obviously threatened the Stewart government, though there was as yet no absolute breach between the government and the U.F.A. as an organization.

In the Cochrane by-election the decision of the U.F.A. to enter a candidate filled the Premier with amazement. Upon receiving the news he said: "Every cent I own is in my farm. I went into the Legislature to further the agricultural interest of the province and accordingly my own. It has been my fight ever since

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3. L. G. Thomas, op.cit., p.425.

4. C.A.R. 1919., p. 752.

I became a Minister to see that the farmers of the province were having a square deal and I think I have done this with some success."[5] He had always sympathized with the U.F.A. On no occasion had that organization in any representation to the government been turned down and generally its recommendations had been accepted.

The U.F.A. platform at Cochrane revolved around the proposed attempt to replace the existing "government from the throne" with a "government from the people". They desired a government organization to be based on groups of lawyers, doctors, storekeepers, farmers, etc., with representatives in proportion to their numbers, and power based upon the alignment of groups. The U.F.A. did not directly attack the legislation or policy of the government, and its President, Mr. Wood, stated that Premier Stewart was honorable, upright and doing the best he could under the existing political set-up. The subsequent election of the U.F.A. candidate on November 3, 1919, by a vote of 729, to 584 for the Liberal, was a shock to the government and served as a warning of what might happen on a province-wide scale.

The political alignment of the Province became well established in 1920. Although there was only one U.F.A. representative, the future of the government was in the hands of those behind that member, and the Legislature was running into its fourth year. Premier Stewart made his feelings plain in January when, in an address to the Canadian Club at Edmonton, he expressed his lack of faith in any class government, and later in Calgary when he stated his complete unwillingness to consider a coalition with any other party.

Events detrimental to government hopes for reelection seemed to pyramid at an alarming rate after the war. Besides the drifting toward active political

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5. C.A.R., 1919. p. 755.

action by the U.F.A. there were other damaging happenings. The prohibition problem was further aggravated by the influenza epidemic.[6] The revenue of the government was becoming less and less adequate as expenditures continued to mount. The government attempted to avoid the unpleasant duty of imposing new taxes and increasing old ones, preferring to borrow and hope that economic development would provide the increase in revenue, but it had been necessary to add some taxes including the 1917 Amusement tax, the general land tax in 1918, a tax on coal production, and several others. The economic expenditures, many of dubious value, with which the government was burdened--telephones, railways, roads, police, social legislation, agricultural relief, etc.--were added to reluctantly and almost wearily in 1920, when the deficit was at a peak of $8,000,000 and in 1921 at $16,000,000.[7] Pressure from the electors and fear of the U.F.A. had become too strong to permit any retrenchment. Even as they were vainly striving to recapture popular support the Liberals were helping to strengthen the charges current that they were recklessly extravagant. They were faced with a dilemma that they failed to solve.

Probably the most damaging of all to Liberal hopes was the trend in agricultural conditions. Originally and to a large degree Alberta was a ranching country. When agriculture began to grow and develop, settlement and farming went together. Many of the farms which spread to the south were entering an area best fitted for grazing, and which without irrigation, was not well adapted for agriculture, consequently extreme difficulties were encountered in bad years by many Alberta farmers. There had been no really good crop year since the war and in 1921 the low point was reached. A good start was spoiled by dry and hot

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6. Appendix III, Prohibition.

7. E. J. Hanson, op.cit. p. 163.

spells, widespread hail, abnormal insect pests and bad soil drifting. Added difficulties appeared in the form of falling prices and a new tariff which excluded cattle from the United States market. In his report the Deputy Minister of Agriculture described 1921 as one of the most difficult years ever experienced by the Alberta farmers; as well as the above mentioned troubles were high freight-rates, complete crop failure in parts of the south and high prices for many farming requirements.

From the first of the year it was fairly obvious that the U.F.A. would oppose the Stewart government at the next election. A resolution passed at the Convention of January 18-21 decided in favour of province-wide participation in provincial politics. On July 1, the U.F.A. headquarters issued a Declaration of Principles in which it was stated that the existing political confusion in Canada was largely brought about through dissatisfaction with the party system, and that since the representatives and the electors were not closely enough connected the people desired a greater measure of self government. To correct this state of affairs the U.F.A. proposed to emphasize stability of organization by requiring each elected representative to be answerable directly to the organization in the constituency that elected him. There was no formal leader of the Farmers in the campaign, although, to all intents and purposes, President H. W. Wood held that position. He was not a candidate but toured the province making speeches and assisting in organization. An unofficial alliance existed between labour and the Farmers. Conditions in the province were evidently unusual and a matter of bewilderment to the Liberals. Speaking in Edmonton on July 4, Mr. Stewart said that his meetings had been sympathetically received but he added: "There is a situation in the cities and in the province that I cannot describe. Apparently in Calgary every species of opinion is being represented

by a candidate. In city and country there is an unsettled condition, an idea that some change may be made, but as too well thought out, concentrated opposition it does not seem in evidence."[8]

It has been stated that even before the 1921 elections were called the old parties were in full retreat.[9] The Conservative party split into two factions, one calling itself Independent Conservatives and grouped around George Hoadley. Their influence remained in the towns and cities but was negligible in the rural districts. The Moderates and Prohibitionists remained as slight factors especially among women voters. The campaign was not fought on the issue of personalities except for Mr. Stewart, who was pitting his great popularity against the powerful organization represented by the U.F.A.[10] It was to Stewart's credit that the Farmers' candidates hardly ever attacked his government as such, and he was the only candidate elected by acclamation. When the votes were counted however, the feelings of the voters were finally shown; to quote Mr. Thomas again: "When a new and indiginous movement (the U.F.A.) appeared, the only answer by the Liberals was appeasement and when the new movement decided to adopt direct action the Liberals were powerless to resist."[11]

The standings of the various political groups before and after the elections were as follows:[11a]

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8. C.A.R., 1921, p. 849.

9. L. G. Thomas, op. cit., p. 426.

10. With 33,000 members and 1500 local units the U.F.A. represented about 25% of the total electorate--See C.A.R., 1921, p.848.

11. L. G. Thomas, op. cit., p. 426.

11a. C.A.R., 1921, pp.848,853.

	Lib.	Cons.	Ind.	U.F.A.	Lab.	Others
At dissolution of Legislature, June 24	34	12	6	1	1	4*
Candidates running	57	14	18	49	9	13**
Elected	14	1	3	39	4	--

* 2 Soldiers, 2 Non Partisans
** 11 Independents with party affiliation; 2 Socialists.

Among the defeated Liberal Cabinet members were Duncan Marshall, A. G. McLean and G. P. Smith; among those elected were C. R. Mitchell, J. R. Boyle and Charles Stewart. The Edson riding also returned its Liberal candidate, C. W. Cross, the former Attorney General.

A meeting of the 38 U.F.A. representatives was called for July 26, at Calgary.[12] It was announced that the president H. W. Wood, Herbert Greenfield, O. L. McPherson, George Hoadley and J. E. Brownlee were nominated for the leadership. Mr. Wood declined and spoke in favour of Brownlee, who also withdrew when he heard some objection to a lawyer. Mr. Greenfield who was then elected, was described by the Calgary Albertan (Lib) as: "A strong, sane, vigorous, well informed farmer, British born and British educated, Canadian trained, he has had extensive experience in two provinces. A resident for some years in Ontario, a pioneer in the North of Alberta, one of the homesteaders himself, he knows well the trials and troubles of the thousands of pioneers in the provinces, and the problems of the hundreds of thousands who are not pioneers."[12a]

During the declining years of the Liberal Government there was a decided change in the emphasis given to the relative importance of the departments. The Department of Public Works and its offshoot, Railways and Telephones, which had held such an important place during the first few years of Alberta's history, were keeping their activities to a minimum, the "catch-all", Secretary's Department continued

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12. One representative had died after being elected.

12a. The Calgary Albertan, July 28, 1921.

relatively unchanged after the war, as did the Department of Education, while activities in the Department of Agriculture were necessarily of continued importance. The most important and rapid developments occurred in the field of social services as represented by the appearance of the Public Health Department and the general swing toward public welfare activities, which were largely introduced in answer to the demands of the organized farmers.

The Department of Public Works was slightly busier in 1919 than in previous years, but it was not until 1921 that construction was resumed on an appreciable scale. In that year most branches reported a considerable general increase in activities. The work and staff of this Department had been gradually growing after the war as a result of the increased need for consultation and construction services in connection with work undertaken by other departments.

One continual worry to the Public Works Department had been the problem of maintaining coal production, which averaged only about 50% of the capacity of Alberta's mines. In June the Stewart government appointed a commission to enquire into the coal industry of the province. The report, made public on December 30, stated that many Alberta mines operated only six months or less per year and that more continuous operation would reduce the price to consumers and assure steadier employment. It criticized methods of settling disputes, living, housing, sanitary and other technical matters. On April 26, 1920, the department turned the administration of the Mines Branch over to the Provincial Secretary's Department.

The Department of Railways and Telephones resumed construction and preparation for construction in 1919 for the first time since the early war years, but high costs minimized such work. Little headway was made in railway construction in 1920; nevertheless the Department had a trying year.[13] The railway question,

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13. C.A.R. pp. 785 ff.; also Department of Railways and Telephones Ann. Rep. 1920.

always acute in Alberta, developed a new difficulty in the form of rapidly increasing operating costs, which developed into huge deficits over most of the country. This factor was particularly damaging to the sparsely populated lines in the North, which operated at an increasing loss until 1920, when the accumulated deficit reached such a large amount that the railway companies could no longer carry on operations. On July 28 the announcement was made that the possession and control of the A. & G. W. had been formally assumed by the provincial government and a new company had been formed with Premier Stewart as president, four other ministers as directors, and the Deputy Minister of Railways as secretary of the board. The Premier explained that, although control had not been obtained by foreclosure proceedings, the government had secured a proper transfer of stock and would exercise full control over the system both in operation and extension, with an option given to J. D. McArthur for the re-purchase of the system at any time within the next seven years upon repayment to the Province of all expenditures incurred. The amount of the Province's indirect liabilities in this respect was about $7,000,000. In addition to this transfer the C.P.R. assumed responsibility for the management and operation of the Edmonton, Dunvegan and British Columbia Railway for a period of five years.

Railway construction remained small in 1921, but activity remained high in the government operated lines and those lines in which the government was heavily interested. The northern lines required further large sums to be brought to completion and placed in a condition which would permit economical operation. Legislation was passed authorizing loans to the amount of $4,700,000 to several small companies, and there were advances made amounting to $4,334,811.16 to the E. D. & B. C., Central Canada Railway, Lacombe and North Western and the A.& G. W.[13a]

13a. Dept. of Railways and Telephones, Ann. Rep., 1921.

Telephone construction was resumed on a larger scale in 1921. The rural branches added 2,050 miles of poles and 4,449 subscribers. Long distance lines were increased by 482 pole miles and 6,524 wire miles.[13b] A new automatic exchange was completed in Calgary and one was commenced at Lethbridge. Business fell off during the last two or three months of the year and caused some concern. The system was looked over carefully and at all possible spots operating expenses were cut. A revision of wage schedules was made to commence January 1, 1922, to reduce the payroll by approximately 10%. It was stated in the annual report of the Department that the general business depression was the principal cause of the loss of revenue. Undoubtedly however there was a general tightening of government expenditures by the U.F.A. in an attempt to cut the overwhelming deficits being incurred.

As stated above, the Provincial Secretary's Department had practically no changes after 1918.[14] The one exception was when the administration of the Mines Act was assumed by the Department upon the authority of an Order in Council dated April 29, 1920. This made the Secretary, in effect, Minister of Mines, although departmental status was not immediately forthcoming for the branch. Administration of the Act was important because of the difficulties being encountered in maintaining production and markets and the labour troubles current.[15] As a revenue producer, the Mines Branch was only exceeded by the receipts under the Motor Vehicles and Corporation Taxation Act. In 1918 the Motor Vehicles Act revenue had risen to over 50% of the income of the Department and in 1920, when the Mines Branch

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13b. Dept. of Railways and Telephones, Ann. Rep., 1921.

14. Prov. Sec. Ann. Rep., 1918-21.

15. Competition from the United States was keen; American bituminous coal retailed at Winnipeg for $9.75 per ton, compared to $12.75 to $15.50 for Alberta coal. Production in Alberta, according to federal figures, was valued at $29,458,531 compared to $33,586,456 in 1920. Total tonnage dropped from 7,010,845 to 5,989,736. At the close of 1921 there were 12,201 mine employees. C.A.R., 1921, p. 322.

was taken over, these three branches supplied over 75% of the departmental revenue. The administrative staff of the Department was apportioned in accordance with the comparative revenue producing ability of the various branches.[16]

An effort was made in 1919 to raise the qualifications and increase the number of teachers becoming available in Alberta. The first was done by increasing the Normal School teacher training course from four to eight months, the second by the announcement that the government would make loans to all qualified student teachers in financial need.[17] This loan provision immediately brought about a 40% increase in Normal School attendance. The opening of a Normal School in Edmonton in January 1920, with a class of 110 students, was an incentive to northern students to train as teachers.

A further lift to educational standards was obtained in 1919 when the School Grants Act was amended to increase materially the grants for secondary education to schools which would provide for the teaching of non-resident students. It was hoped in this way to make it possible for farm children to receive a more equal opportunity for education.

A comparison of education facilities between December 31, 1906, and December 31, 1920, was printed in the Department's annual report for 1920. There were 602 school districts in the Province on the earlier date and 3,533 on the later--an average of over 200 formed per year. Four consolidated schools were organized in 1920 to make a total of 67. The remainder of the table is as follows:

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16. See Organization Chart in Appendix IV.

17. Dept. of Ed. Ann. Rep., 1919.

Number of pupils enrolled	Number of teachers engaged	Government grants to school districts.	Total Amount of teachers salaries
1905-24,254	1906-924	1906-$170,315.16	1906-$386,107.99
1919-121,567	1919-4,902	1920-1,018,068.06	1919-3,560,319.58

The 1921 recession, the collapse in prices of farm products, and general deflation were not so detrimental to education as might be imagined.[18] The period of adjustment brought with it, as a natural consequence, the curtailment of expenditures by corporations and individuals, which, in turn, brought stagnation in business and industry, and unemployment. The formerly heavy demand for the services of young boys and girls dropped, and being unemployed, many young people returned to their studies. The increase in all high and continuation schools in the Province was very large.

The Department of Agriculture established a Soil Investigation branch of the Schools of Agriculture in the Spring of 1919.[19] With headquarters at Olds this branch secured laboratory facilities at the Olds, Vermilion and Claresholm schools. Experiments included work with rotations, cultural methods and application of manure. The varying soil types in different areas made a decentralization of stations desirable and the linking of field investigation with the school laboratories made for a highly scientific caliber of work.

The Winter of 1919-20 was the start of the most trying period experienced in Alberta agriculture to that time. A heavy snowfall early in October caught a good deal of the crop in stook and the continued snowfall and severe winter added to the feed shortages in some areas, giving rise to a critical condition. The Department imported hay from the other provinces to be sold at cost, but the stock

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18. Dept. of Ed. Ann. Rep., 1921.

19. Dept. of Ag. Ann. Rep., 1919.

losses were still heavier than in any previous year. Relief, in the form of household necessities was provided to some families. Considerable work in connection with the free transportation of haying outfits, livestock and feed was handled by the Seed and Weed branch.

Despite the bad year the demand for greater educational facilities remained high. Three new Schools of Agriculture were commenced in the Summer of 1919 and completed in the Autumn of 1920. The Province was divided into six school areas with the schools and the demonstration farms in each to be managed together under the direction of a superintendent. The Peace River work was to be directed from Grand Prairie by the former Livestock Commissioner.[20]

Although agricultural production was good in all but some southern areas in 1920, the existing difficulties were heightened by a great slump in the prices of all farm products, especially cattle and sheep. Dairy products remained an exception and the total dairy production was valued at $34,000,000, an increase for the year of 10%, brought about chiefly by the continued rise in price of creamery butter and dairy products.[21]

Conditions in 1921 deteriorated still more. Prices for most farm products took another serious drop with no corresponding decrease in the price of household necessities and farm equipment. Bank policy generally restricted loans. As a result most farmers were forced to reduce their scope of operations. The high freight rates were lowered slightly but expenses were still excessively high, especially to grain farmers.

Agricultural incidents of 1921 included the establishment in Edmonton of a cooperative Potato Marketing Association under the direction of the Poultry and Egg Marketing Commissioner; transfer of the office of the Dairy Commissioner from

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20. C.A.R., 1919, p. 748.

21. Ibid., p. 797; Alberta ranked as the third province in dairying.

Calgary to Edmonton for departmental convenience; formation of 48 Women's Institute branches, making a total of 330 in Alberta with approximately 15,300 members.[22] An agricultural service far beyond the capabilities of the Department was performed for the farmers of southern Alberta by Mr. C. M. Hatfield, a California rainmaker. For a fee of $8,000, for two months operation, he agreed to provide rain in the vicinity of Medicine Hat. After being deluged for about a month the farmers banded together to request a few days respite, confident of his ability to stop as well as start the rain.[23] No additional information is available as to his operations in Canada.

The drought conditions elsewhere in the south of the Province accentuated the importance of the irrigation work, which had been pursued for about two years, and accelerated the popular movement for additional works. Southern Alberta was anxious for a positive government irrigation policy, but the Stewart government in 1920 was definitely afraid of a problem involving the 1,500,000 acres of land which would benefit by irrigation, at an estimated cost of $100,000,000. Earlier tentative legislation had failed because of the inability of the Lethbridge Northern Irrigation District to sell its bond issue.[24] In April the provincial government decided to guarantee principal and interest of the bonds of the Lethbridge Northern District, a policy that was supported practically unanimously by the Legislature.[25]

By the end of 1921, in addition to the existing 361,000 acres of C.P.R. irrigation works and the Canada Land and Irrigation System of 50,000 acres, there

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22. Dept. of Ag. Ann. Rep., 1921.

23. C.A.R., 1921, p.818.

24. For a complete coverage of the irrigation question see C.A.R., 1921, pp.819-22.

25. The Legislature also decided that the Irrigation Council of the province should let the contract for construction and exercise general supervision of the trustees. The district to be dealt with comprised 104,758 acres, water to be obtained from The Old Man River.

was a completed Taber system of 17,000 acres under the Alberta Act, with the Lethbridge Northern's proposed 105,000 acres, the United Irrigation District of 23,000 acres and the South Macleod Irrigation District of 50,000 acres, under way.

In view of the phenomonal growth reported in the Municipal Affairs Department the 1921 report contained a summary comparing the existing duties with those of 1912. In 1912 the Department had been responsible for the administration of four acts, and various other duties, chiefly in the tax field. In 1921 the acts giving scope to the work of the Department numbered 19 besides several other acts of general import with which the Department was concerned.

The settlements are compared as follows:[26]

	Cities	Towns	Villages	Rural Municipalities	Improvement Districts
1912	5	46	73	55	90
1921	6	54	119	167*	215

*Changed to Municipal Districts in 1921.

The 1912 correspondence amounted to 88,340 communications received and 149,889 dispatched; in 1921 it was, respectively 64,358 and 198,698. The Correspondence branch in 1921 kept a book of original entry for all cash coming in by mail, amounting to $2,524,199.36. The collections in 1912 had amounted to $294,429.03. The approximate revenue of the Department as late as 1914 was only $110,000, while in 1921 it was $2,571,000.[27]

Under the provisions of the Municipality Act three travelling Municipal inspectors were attached to the Department. For convenience the Province was divided into three parts, each inspector being responsible for the annual inspection of each municipality therein.[28] The requirements of the law, the business methods of the municipality, the efficiency of the secretary treasurer and of the

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26. Dept. of Mun. Aff. Ann. Rep., 1921.

27. Ibid. The increase was caused by increases in taxation.

28. Excluding cities.

auditors were examined by the inspectors, and special reports were made and sent to the mayor or reeve concerned and to the Department. These inspectors were actually advisors to the municipalities and occupied an important position in obtaining maximum efficiency in the work of the Department.

A special officer was also employed by the Department to check all reports and audits of municipalities. His work enabled the Department to decide intelligently as to the efficiency of auditors and was meant to protect the municipalities by assuring correct financial statements.

A Tax Commissioner and a special inspector were employed to assist the deputy minister in the work of administration. The commissioner had special control over taxation and the special inspector assisted the Deputy in all other administration.

By 1921 the Department had become responsible for levying and collecting all taxes, other than school taxes and irrigation rates, in all of the improvement districts of the Province. The territory covered by this assessment was in 215 improvement districts and included the levy and collection of the Wild Land Tax. This required a number of assessors to travel over the territory early in the year and remain in the office for the remainder of each year. The Department supervised all the municipalities in the province in regard to the levy and collection of the Wild Land tax. This required a number of assessors to travel over the territory early in each year. The Department supervised all the municipalities in the Province in regard to the levy, collection and transmittance to the Department of all taxes levied on behalf of the Province. In addition to putting through tax recovery proceedings for taxes levied by itself, the Department acted in the same respect for irrigation districts and all school districts levying taxes in improvement districts.

As well as these executive employees there were two advisory bodies within the Department. The Municipal Finances Commission appointed in 1919 was composed

of three judges and one other member. Its duties consisted of examining various applications and recommendations and making reports on them in relation to the financial situation of the municipality concerned.

An Assessment Equalization Board was appointed in April 1920 and commenced preliminary work in visiting urban municipalities and searching records of assessment and land values. Preparations were made toward formulating a more equitable system of assessment which it was hoped would be accepted by the government.

The Department of Public Health was small but attained a high status in its first year. The act creating the Department was passed at the 1919 session of the Legislature, with A. G. MacKay as the first minister, heading the second provincial Department of Health in Canada.[30]

Mr. MacKay commenced the expansion of his Department during the Legislative session March 18, when he presented amendments to the Public Health Act. The changes provided that in future local boards of health would be held responsible for local health precautions; restaurants and public food dispensers would be more rigidly supervised; local health boards would be compelled to report to the provincial Department so that a staff of sanitary and health inspectors could energetically follow up complaints and enforce health regulations; undertakers were to be licensed and their fees regulated; vaccinations were to be made compulsory except where distances were prohibitive. On March 27 the legislation was further explained and amplified into the basis of a system of state fostered and protected public health; the above Acts were placed under the jurisdiction of the Department and steps were taken to assemble qualified officials.

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29. C.A.R., 1920, p. 790.

30. Department of Public Health Ann. Rep., 1919. Only New Brunswick previously had a department devoted solely to public health. In October 1919, a Dominion Department of Health was formed and a Dominion Council of Health set up. In addition to purely Dominion duties the department became responsible for acting as a central bureau for the collection, tabulation and dissemination of information relating to public health throughout Canada.

The new Department was responsible for the administration of the following acts: the Public Health Act, the Public Health Nurses Act, The Registered Nurses Act, the Municipal Hospitals Act, the Vital Statistics Act, the Hospitals Ordinance, the Venereal Diseases Prevention Act, the Medical Profession Act, the Dental Association Act and the Marriage Ordinance. The establishment for the first year called for a Deputy Minister, three medical officers of health, one sanitary engineer, two sanitary inspectors, two clerk-stenographers.

At this time there were 49 hospitals in the Province under government supervision, receiving grants of $100,000 per year. The Minister expressed his opinion that ten more hospitals would be established within the year and a number of new districts would be formed; that the health inspection of public schools would be urged and carried out at least once annually with specially trained nurses to be made available by the government for this purpose; that the problem of infant mortality would be tackled by providing housekeepers and nurses; and that tuberculosis, of which there were over 3,000 cases, would be combatted by building a sanitarium at Bowness--mainly for soldiers for 5 years, and later to become provincial property.

The sudden death of Mr. MacKay, on April 24, 1920, was a decided loss to the government. Not only had he made vast strides in his own departments, but he was also considered a likely candidate for future party leadership and, it was hoped, for the office of Premier. On April 30 he was replaced by C. R. Mitchell, the Provincial Treasurer, who was assigned the duties of Minister of Health and Minister of Municipal Affairs in addition to his own Department. Since he was forced to retire in August 1921, it is obvious that these two departments were quite unsettled in their leadership during these years.

By 1920 there were seven separate branches or divisions in the Department, and in 1921 the first detailed reports were submitted,[31] as follows:

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31. Dept. of Public Health Ann. Rep., 1921.

The Provincial Board of Health was the technical adviser of the Department on matters of public health. It was composed of the Provincial Medical Officer of Health, the Provincial Sanitary Engineer and the Provincial Bacteriologist. The Board dealt with regulations for the improvement of sanitary conditions as proposed by the Sanitary Engineer, and general betterment of provincial health conditions. In 1921 the power of the Board was increased by the passing of an act which gave it power to make rules and regulations for the licensing, construction, maintenance, operation and inspection of, and provision for medical attendance at, Maternity Homes, together with the licensing of midwives. The Chairman of the Board was the Provincial Medical Officer of Health, who was also personally in charge of the conditions in the Province respecting infectious and contagious diseases. In 1921 the Provincial Medical Officer of Health also assumed the duties of Deputy Minister, thus centralizing these three important functions and preventing a possible clash of personalities.

Provincial Sanitary Engineer. The basic work of this branch was the same as that conducted in the past. A great deal of work properly belonging to local boards was being done by the Department. Experience had shown that where drastic steps were necessary to obtain sanitary conditions the local boards would not take such steps so the Province, in the interests of the general health, and to assist the local board, had undertaken the supervision of this work.

Director of Provincial Laboratory. (Provincial Bacteriologist). The laboratory was operated by the University of Alberta with a grant paid by the Province, for which the University maintained and operated the laboratory and examined all specimens submitted, free of charge. The importance of laboratory research for advancement in public health work was being realized more and more, and the laboratory was attempting to increase its work in this respect.

Public Health Nursing Branch. This branch had been making slow progress since its formation in 1918 with a staff of four nurses. By the end of 1921 there were seventeen on the staff. The work of the branch consisted of school

health inspection, child welfare and baby clinics, lecture work, public health exhibits and district nursing.

The Municipal Hospitals Branch was intended to investigate territories which were proposed as Municipal Hospital Districts. Financial conditions had retarded, to some extent, much expansion in this respect.

Venereal Diseases Branch. Clinics were maintained at Edmonton, Calgary, Lethbridge and Medicine Hat. Technical literature was sent to physicians and non-technical literature was distributed to the general public. The work of this branch was developed along four general lines: (1) Treatment of the infected. (2) Education of the infected. (3) Education of non-infected. (4) Examination of police court cases.

Vital Statistics Branch. The Vital Statistics Act was amended in 1921 to make the Deputy Minister of Health, Registrar General and to authorize the appointment of a deputy with specific powers to give burial permits and enforce registration. The administration of the Act in Calgary was changed by placing the registry office under a full time departmental employee.

CHAPTER VI

Summary

The executive branch of the Alberta government is modeled on the British cabinet system--each department is headed by a cabinet minister, who is appointed by the Prime Minister and who must be elected to the Legislature. The province commenced its operations in 1906 with six departments: Agriculture, Education, Public Works, Secretary, Attorney General and Treasurer. All the departments were relatively small at that time, and their functions were, in many cases, not definitely settled. During the ensuing years changes were made as a result of conscious planning and in answer to the numerous demands of the electorate.

The Department of Public Works was fundamentally intended to build and maintain the public works of the province. Roads, bridges, ferries and public buildings constituted the bulk of these, with other less basic requirements, such as telephones appearing from time to time. As well as these activities there were other matters assigned to the department for varying periods. Examples of duties coming under the latter category were the administration of municipal affairs, inspection of mines and steam boilers, with certain licensing and regulatory powers. In most cases, when these auxiliary functions grew too burdensome, they were transferred elsewhere to avoid any possibility of inadequate performance of these or the primary duties of the department.

In view of the several relatively unconnected functions to be performed, the department was organized by dividing the duties into branches, organized according to their individual purposes. The correspondence and accounting branches were able to handle all the work of the department in respect to their own lines, but the other branches operated on a more vertical plane, each independent of the other branches, but subordinate to and coordinated by the Deputy Minister.

The widespread area covered by the public works of the province influenced the organization of the department to a large degree. Roads, bridges etc., had to be carefully planned to give the greatest benefit with the least protest; inspection duties were often inadequate because of the mileage to be covered, particularly before the general use of the automobile. Finally, the staff was often kept to a minimum because of the revenue problems of the government.

The Department of Agriculture had, as its central policy, the duty of developing first class farming conditions through educating the farmers of the province. The early years of the department saw its organization developed almost entirely around this one policy. Branches were formed, each making its individual efforts along some purposive line, such as dairying, weed prevention, etc. The only departure from the singularly agricultural activities lay in collecting vital statistics, and the provincial health services which, curiously, were handled by the department for several years in the branches of the Provincial Health Officer, Director of the Laboratory, and the Sanitary Engineer. With these exceptions, the department was organized along lines similar to the Department of Public Works, with branches operating to carry out specific purposes.

A greater degree of administrative decentralization was necessary in the Department of Agriculture to maintain contact between responsible representatives and the individual farmers in all the scattered farm areas of the province. For this reason the department was decentralized considerably, especially in its agricultural schools, which naturally had to go to the people.[1] This was also

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1. Decentralized is used here chiefly as a synonym for the deconcentration of administration although there was also a certain amount of administrative discretion allowed to the branch head.

true of inspection services for dairying, weeds, brand recording and the like.

It is probably valid to say that the Department of Agriculture made the greatest gains in importance of all the departments during the Liberal regime. In 1905 the frontier nature of the province, and the predominantly ranching activities of the largest group of the settlers, made other agricultural progress a matter of secondary concern. As the wheat farmers began to equal and surpass the ranchers, both in numbers and in influence, their demands became mandatory upon the government not only with respect to the Department of Agriculture, but in all aspects of government.

The Department of Education was in a better position to correlate all its staff in an organized body to carry out its more straightforward task— the control of all educational matters in the province, with the exception of the agricultural schools. The department was organized on a functional basis determined by the tasks to be performed, and it was able to carry on with relatively few disruptions or unusual circumstances arising.

When the province was organized the system of school administration previously in use was continued. As settlements were made school districts were organized. As fresh settlers arrived and took up homes beyond the boundaries of the original districts they found distances to the earlier schools too great, and had to organize their own new districts. Parents on the borders of the old districts were faced with the question of whether to enter the new district and help with the higher cost of new buildings or to stay with the old district and let their children have long walks to school. In most cases the purse strings proved stronger than the apron strings and the long walks continued. This resulted in

a system of districts in which those first formed were large, composed of good land and having low rates of taxation; the newer districts, on the other hands were often formed from left over areas, meaning poorer lands with fewer settlers and thus higher taxation rates. The situation was far from being equitable.

Provision for secondary education in the rural districts was far from adequate. One room schools could not provide it, and climatic, geographic and economic conditions made the establishment of many consolidated schools impossible. Rural high schools were a help but local districts were slow to see this and consequently only 16 rural high school districts were organized in 16 years.[2] Many local districts considered that their duties were fulfilled when they made grade eight available, and they were reluctant to pay fees for students attending more advanced schools in other villages or towns. School boards were also faced with difficulties in obtaining mutual cooperation because of local antagonisms, thereby adding to the difficulties of rural pupils. Although little progress was made in this direction there was a growing concern to see that the rural child received as much opportunity for education as his urban counterpart.

The Provincial Secretary, as mentioned previously, was not bound to any rigid pattern of duties. Beyond the fundamental purposes of the department its responsibilities ranged all the way from issuing marriage and peddlers' licenses to the administration of the provincial gaols and the mental hospital. By 1921 the branches in charge of the Motor Vehicles Act, the Coal Mines Act, the Theatre Act and the Corporation Taxation Tax Act had grown so large that they dwarfed the general office, which handled the administration of all other matters under the direct supervision of the Deputy Secretary.

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2. Wm. Aberhart, School Divisions in Alberta, After Three Years, A. Shnitka, Kings printer 1940.

The newer departments of Municipalities and Railways and Telephones were set up in 1912 along somewhat different lines from the older departments. The assumption of the telephone system of the province and the operation of railway lines meant that to a large extent the Department of Railways and Telephones functioned along lines similar to private enterprises with the Minister carrying out the government's policy.

The provincial government had changed by 1921 from a small body hesitantly attempting to satisfy the essential needs of a few settlers, to a large organization entering constantly into the fields of public welfare and operation of public services. The total administrative expenses amounted to $121,792 in 1906 and $730,784 in 1921,[3] and this is not a true indication of the growth, since, as functions grew, they were transferred from the section of the Accounts listed as Civil Government, to other sections, meaning that all administrative costs would not be lumped together. The growth of expenses and salaries was finally brought to a temporary halt by the U.F.A. government in 1922 in an attempt to stop the constantly growing deficits.[4]

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3. Public Accounts, 1906, 1921.

4. Ibid., 1922--The total expenses dropped $27,000 below 1921 figures.

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Appendix 1....Population growth in Alberta
Appendix 2....A& & G. W. Affair
Appendix 3.... Prohibition
Appendix 4.... Organization charts of the departments of the Alberta government.

Appendix 1.

Population Growth in Alberta- 1901-21

YEAR	POPULATION
1901	73,022
1905	166,000
1906	185,000
1907	236,000
1908	266,000
1909	301,000
1910	336,000
1911	374,295
1912	400,000
1913	429,000
1914	459,000
1915	480,000
1916	496,000
1917	508,000
1918	522,000
1919	541,000
1920	565,000
1921	588,454

Source...Canada Year Book, 1946

Years 1901, 1911, 1921- Dominion census figures,other years are intercensal estimated populations.

APPENDIX 2

A. &. G. W. Affair

To understand the A. and G. W. matter fully the earlier events must be known. Since 1905 the M.L.A. for the Peace River district had been struggling to attain a railway service between Edmonton and Athabasca Landing. In 1905 he obtained a Dominion charter for a line from Edmonton to Fort McMurray, which was purchased in 1908 by W. R. Clarke, an American railroad promoter. This charter was later abandoned by Clarke, who then negotiated with the Alberta government and made arrangements under which the Rutherford government agreed to back bonds to the extent of $20,000 per mile for a maximum of 350 miles.[1] The bonds bore interest at 5% for a fifty year term. They were to be sold, the proceeds to be credited to the Alberta government, and the A. & G. W. Company to be paid on progress certificate as the work proceeded, with no payment until the first 10 miles were completed. Bonds of $400,000 were also guaranteed for the construction of terminals at Edmonton.

The bonds were sold by Clarke to the J. P. Morgan Company of New York and London, at par; they in turn sold them in London at 110 for a $740,000 profit. Feeling grew strong in Alberta and there was a general impression that provincial interests were being insufficiently safeguarded. In protest W. H. Cushing submitted his resignation, and on February 17, 1910, it was accepted. A group of Liberal "insurgents", supported by the Edmonton Bulletin and the Calgary Albertan, pointed out the weakness and looseness of construction of the contract. R. B. Bennett spoke for five hours on March 2, in a speech of unmercifully critical analysis; among his charges he stressed the sloppy construction of the guarantee provision and failure to safeguard provincial interests. He alleged that, of the difference

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1. To make a total guarantee of $7,000,000.

between par and the 110 received by the Morgans, Clarke and his colleagues had pocketed between $250,000 and $300,000. A Royal Commission was hurriedly appointed to investigate whether any members of the government were interested, to their advantage, in the railway matter. Shortly thereafter Premier Rutherford submitted his resignation and the Lieutenant Governor called upon the Hon. A. L. Sifton to form a new government. The Royal Commission closed on July 7, 1910, and on November 10 a majority report signed by Chief Justice Harvey and Justice Scott, and a minority report signed by Justice Beck were submitted to the Legislature. The majority report considered the government mildly censurable in some of its arrangements and actions; it accepted the denial of Rutherford and Cross as to any personal interest in the enterprise and stated that the evidence did not indicate any such interest. The minority report exonerated the government and criticized Mr. Cushing for his charges and attitude in the affair. The Liberal Lethbridge Herald and Calgary Albertan, and the Conservative Edmonton Journal and Calgary Herald considered that the report indirectly condemned the Rutherford government.

On June 3, the new Sifton ministry was announced, and the new Premier stated that, in general, his policy would follow that of his predecessor. In 1911 the railroad policy of the new government was to lead to more problems of a legal nature. On November 24, 1910, the Premier introduced a Bill based on the failure of the A. & G. W. Company to proceed with the enterprise. The result was legislative cancellation of the project and arrangement on the grounds that the company had defaulted in the payment of interest. The Sifton government then intended to use the money for other general purposes of provincial development. The Morgan interests and the English bond

holders contended that the money should revert back to them if not used for the purpose intended. The result was a complex situation involving suits against the government. The railway, construction, and supply companies involved made claims for damages. The Royal Bank brought suit for reimbursement of money paid out in connection with the project and for accrued and accruing interest. In all, the claims amounted to about $3,500,000, of which $2,500,000 was for the construction company.

It was not until 1913 that the A. & G. W. affair was finally settled. By that time it had caused the downfall of the Rutherford government, created a long legal dispute and entailed difficult financial obligations. In summary, the circumstances leading up to the lawsuit were: proceeds of the 50 year, 5% bonds were deposited as follows, Royal Bank of Canada at Edmonton--$6,000,000, Dominion Bank $1,000,000, Union Bank $400,000. Upon taking office, Sifton passed a bill declaring that the railway company had defaulted, and that the province, while ratifying and confirming the guarantee, would consider the whole $7,400,000 with accrued interest "...a part of the general revenue fund of the province..." and free from any claim of the A. & G. W. Company. At the same time the province undertook financial responsibility to the bondholders and agreed to indemnify the railway company from claims made under the bonds. Varied litigation followed the refusal of the banks to accept the Act, and disputes arose between the government bondholders, promoters, contractors etc.

On November 4, 1911, the Alberta Supreme Court decided in favor of the government as against the Royal Bank, which was representing

all three banks. A succeeding appeal to the Supreme Court of Canada en banc sustained the decision of April 13, 1912, and the case then went to the Privy Council. In the meantime the government was unable to draw on the money, though on the strength of its future convertibility large sums had been borrowed in London. On January 31, 1913, the final decision in favor of the Royal Bank, was given by the Judicial Committee. The judgement was a hard blow politically. It left the government with a large temporary indebtedness; it gave the opposition a good political weapon; it involved interest payments on the original bonds and on other loans; finally it delayed still further the plan to extend the railway into the North. Discussion, both in public and in the ensuing session continued hotly. The Conservative Edmonton Journal alleged that the interest payments for the years 1910, 1911 and 1912 had come to a total of $1,110,000 and that the decision left the people in an unpleasant financial position.[2]

The 1913 election was conducted without any specific pledge as to government railway policy. With the opening of the new Legislature in September, Mr. Sifton proposed his solution. He had recently consulted with Mr. McArthur, the original contractor, and under the new plan the A. & G. W. project was to proceed, managed by McArthur and associates, on terms satisfactory to the banks and bondholders. A new Act was passed, repealing the 1910 Act, but continuing the government bond guarantee. The Bill passed its third reading on October 11, and shortly thereafter the $7,400,00 was transferred to the credit of J. D. McArthur and Company, who immediately commenced construction.

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2. Edmonton Journal, Feb. 3, 1913.

APPENDIX 3

Prohibition

Temperance matters were much discussed in 1914. On one hand the government received a deputation of Mayors, who protested the results of legislation which had deprived the municipalities of the right to collect liquor licenses, and demanded the right to impose additional fees and to collect a moiety of all penalties imposed. On the other hand the liquor traffic was much denounced by such organizations as the Alberta Temperance and Moral Reform League, the Temperance Reform League the Grand Lodge of the Independent Order of Good Templars and the U.F.A.

On October 12, the government was presented with a politically unpleasant fact; a petition signed by 23,000 qualified electors, 7% over the requirements of the Direct Legislation Act. The delegation, which numbered 150, made vigorous speeches demanding action.[1] On October 19, the Legislature, without discussion, passed a Prohibitory Liquor Act as recommended by the temperance interests, subject to approval in a referendum on July 21, 1915--a majority vote to decide the issue and if favourable the Act was to come into operation on July 1, 1916. The Act was based on the Manitoba measure of 1900 and it provided for the prohibition of the sale of intoxicating liquors within the province for beverage purposes, thereby cutting off bars and licensed clubs, liquor shops, railway dining cars, etc. The residue of the traffic--i.e. the demands for intoxicating liquors for mechanical, scientific, medicinal and sacramental purposes--was to be in the hands of the government and it was to be the duty of the government to appoint salaried vendors, thus removing the element of private profit from the trade. Vendors were to be permitted to sell only for the above purposes and then only on the affidavit of the purchaser or on the prescription of a physician. The

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1. The delegation represented temperance interests and demanded Prohibition.

possession limit per resident was set at one quart of spirits and two gallons of malt liquors.

The Alberta Temperance and Moral Reform League took organization in hand and early in 1915 began a vigourous campaign, On July 21 the act was approved and prohibition carried by a large majority. The total vote was 97,453 - with 58,295 for, and 37,509 against; only 14 out of 55 districts had majorities against.[1]

The principal measure dealt with in the 1916 Session of the Legislature was the Prohibition Act.[2] Although it had been urged that the Act, as drafted by the Temperance and Moral Reform League, contained serious defects and was unworkable, the Prohibitionist forces held a meeting in Red Deer and decided against any changes. The Legislature therefore, was practically stripped of its power in this respect. The original bill had passed with little study or debate and the people had voted according to their inclinations with little interference except from those who wanted the act put through. The important provisions were those declaring:

1. All liquor of over 2½% alcohol content to be considered intoxicating.
2. It was to be an offense against the Act for any person to have in a dwelling house over one quart of spirits and two gallons of malt liquor.
3. Unlawful for persons residing in apartments, boarding houses or anywhere other than their own private dwelling to have liquor on the premises.
4. Vendors to be appointed by the government to sell liquor to

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1. C.A.R. 1916, p. 695.
2. Ibid., 1916, p.741.

those allowed to obtain it on affidavit. Vendors to be salaried officials and not to sell to persons other than doctors, druggists, veterinary surgeons, etc.

5. Liquor manufactured and stored within the province could be shipped out of the province, and from points outside to points inside.

This Sale of Intoxicating Liquors Act was passed without comment or amendment except for one grammatical correction and the removal of the quantity restriction on the amount of sacramental liquor allowed clergymen. On July 1, the Act commenced operation and 70 retail houses, 55 wholesale firms and 12 clubs lost their right to sell liquor. Results were varied. On the one hand, during the first months public drunkenness was much lessened and merchants' collections were reportedly better; on the other hand liquor imports greatly increased and much money left the province, liquor went into the homes and enforcement difficulties were foreseen.

It was not long before the forebodings became facts. In 1918 legislation was passed empowering the police to arrest, without a warrant, any person violating the Liquor Act. The influenza epidemic heightened the already difficult problem of enforcing Prohibition. Illicit sales in 1919 were estimated at $3,500,000; legal sales for the same year were an estimated $2,150,000.[3] In January, 1919 the Edmonton drug stores sold 214,999 ounces of liquor, and the Calgary stores sold 119,255 ounces.

By 1920 it was evident to all that the Liquor Act was a mixed blessing. The Alberta Social Service League declared that a great change had taken place; drunkenness had decreased, children were better fed and clothed, crime had lessened,[4] poverty and bad debts had become almost unknown, and savings accounts had increased. Speaking before the

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3. C.A.R. 1919, p766.

4. Ibid, 1920, p.800; in 1919 there were 2,019 conviction under the Act.

Legislature in March, 1920, the Attorney General said that consumption had dropped and sobriety had increased. He also showed a less desirable side in the form of numerous bootleggers and illegal distillers who were almost impossible to suppress. In August a referendum was held on whether liquor imports should be prohibited. The Prohibitionists won with a 17% majority, but since less than half of those entitled to vote had done so, Mr. Boyle resignedly pointed out that the result did not promise "effective enforcement of a coercive law."

The prohibition of liquor imports did not have the desired effect. In 1921 Premier Stewart admitted that enforcement was most difficult and that neither Prohibition organizations nor the Moderation League were satisfied. As an indication of the seriousness of the situation, Mr. Boyle, the Attorney General, presented to the Legislature a survey of the Provincial situation in regard to transactions for 1920. Convictions under the law came to 3,480, the second highest of the provinces. It was estimated that the profits made by the 250 druggists amounted to $696,074; the 504 doctors in the province had issued approximately 531,168 prescriptions for liquor at about two dollars each, for a profit of $1,063,336. Added to these totals Mr. Boyle estimated a profit made by 1,779 bootleggers of $1,779,000 and a profit of $1,140,000 to the estimated illegal still operators. In comparison to these startling examples of enterprise was the total net profit to the government of $1,596,204 with an offset in expenditure of $1,405,510 for the administration of justice, which was chiefly an attempt to enforce the Liquor Act.[3] These figures were presented in an attempt to show the difficulty in enforcing without an espionage system, an act which did not receive

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3. C.A.R. 1920, pp. 800; 1921, p.830.

the support of the public. Among the convictions obtained in 1920 were two chiefs of police, who were retained in office by their town councils after their convictions; the Mayor of a town was also convicted on a charge of bootlegging. Amendments to the Act were passed tightening up the law all along the line; in particular penalties were increased and drugstores were to be more closely restricted by prohibiting the stores themselves from handling liquor sales for six months after an offence, or one year for second offenders.[4]

With the change of government there was no accompanying solution to the problem of enforcing the liquor laws. More amendments were made in 1922, but pressure was growing stronger for an entirely new approach to the problem. R. C. Edwards, the famed publisher of the Calgary Eye Opener and Conservative member for Calgary, declared that, "One half of the population of Alberta is trying to get liquor, and the other half is trying to keep them from it. It is like a game—if you get it you win and if you don't, you lose. You can't expect to enforce any act with half the population against it."[4a]

During 1922 and 1923 a ballot was prepared to be submitted to the voters, giving four options, ranging from continuation of the existing legislation to government control and sale of all liquors. The vote was taken on November 5, 1923, and resulted in 61,780 votes

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4. The former law only provided for infractions by the individual and after a few fines, druggists had conceived the idea of hiring a clerk, often an ex-bartender, to handle the liquor trade.

4a. C.A.R. 1922, p. 832.

for the former and 93,990 for the latter, with close to 4,000 for each of the in-between alternatives.

On May 10, 1924, the new Alberta Liquor Act went into effect,[5] with 20 vendors of beer and 2 liquor stores in Calgary and Edmonton. The administration of the Liquor Act was to be under a Commission, with a manager in charge of the liquor trading business and one in charge of licenses, private vendors and clubs. This marked the entry of the Alberta Government into the liquor trade on a large scale for the first time. The results of Prohibition were proven to be undesirable and the system brought in as a replacement has remained, with few changes, to the present day.

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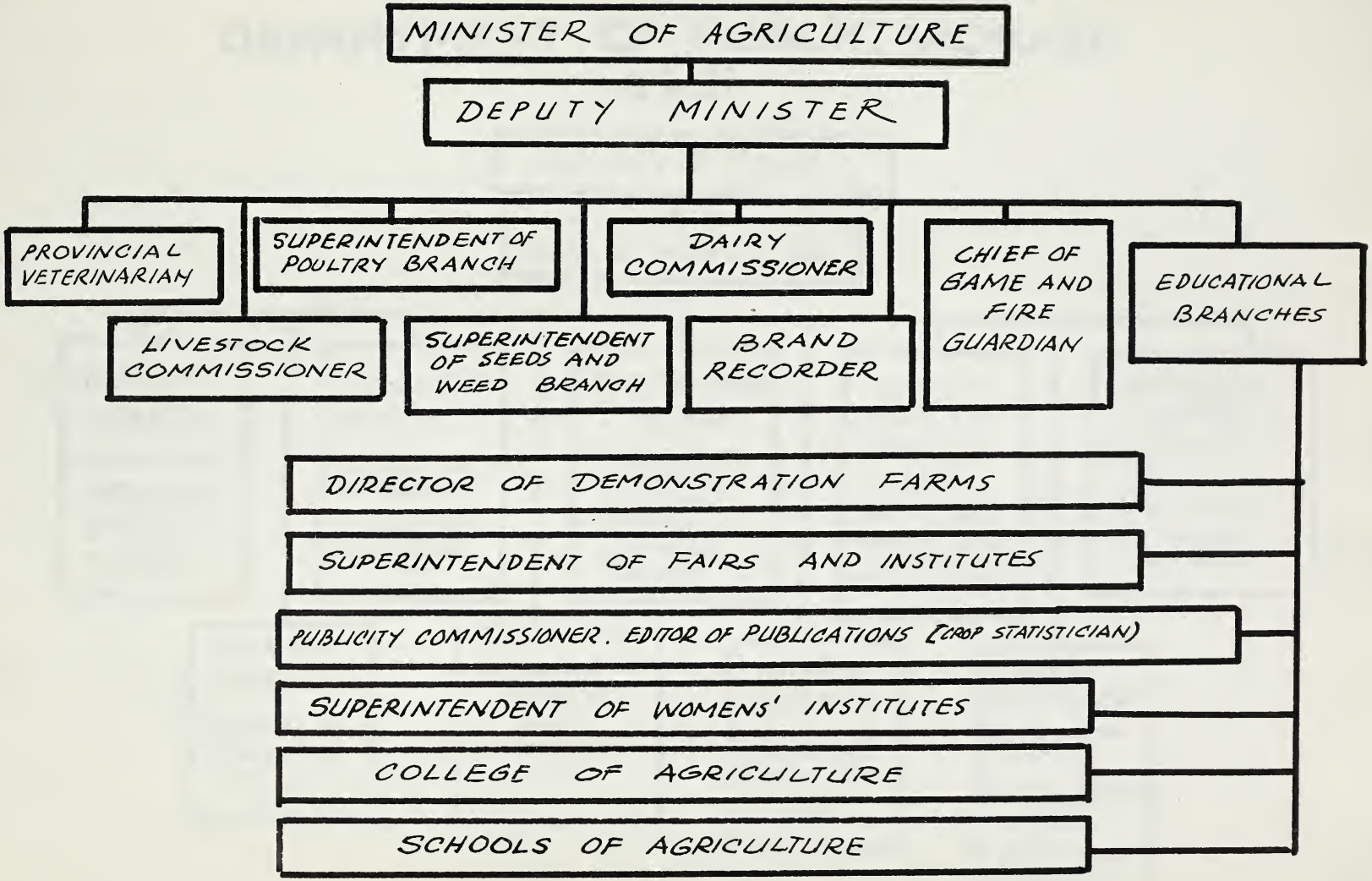
5. C.A.R. 1923., pp. 745-46.

DEPARTMENT OF AGRICULTURE 1921



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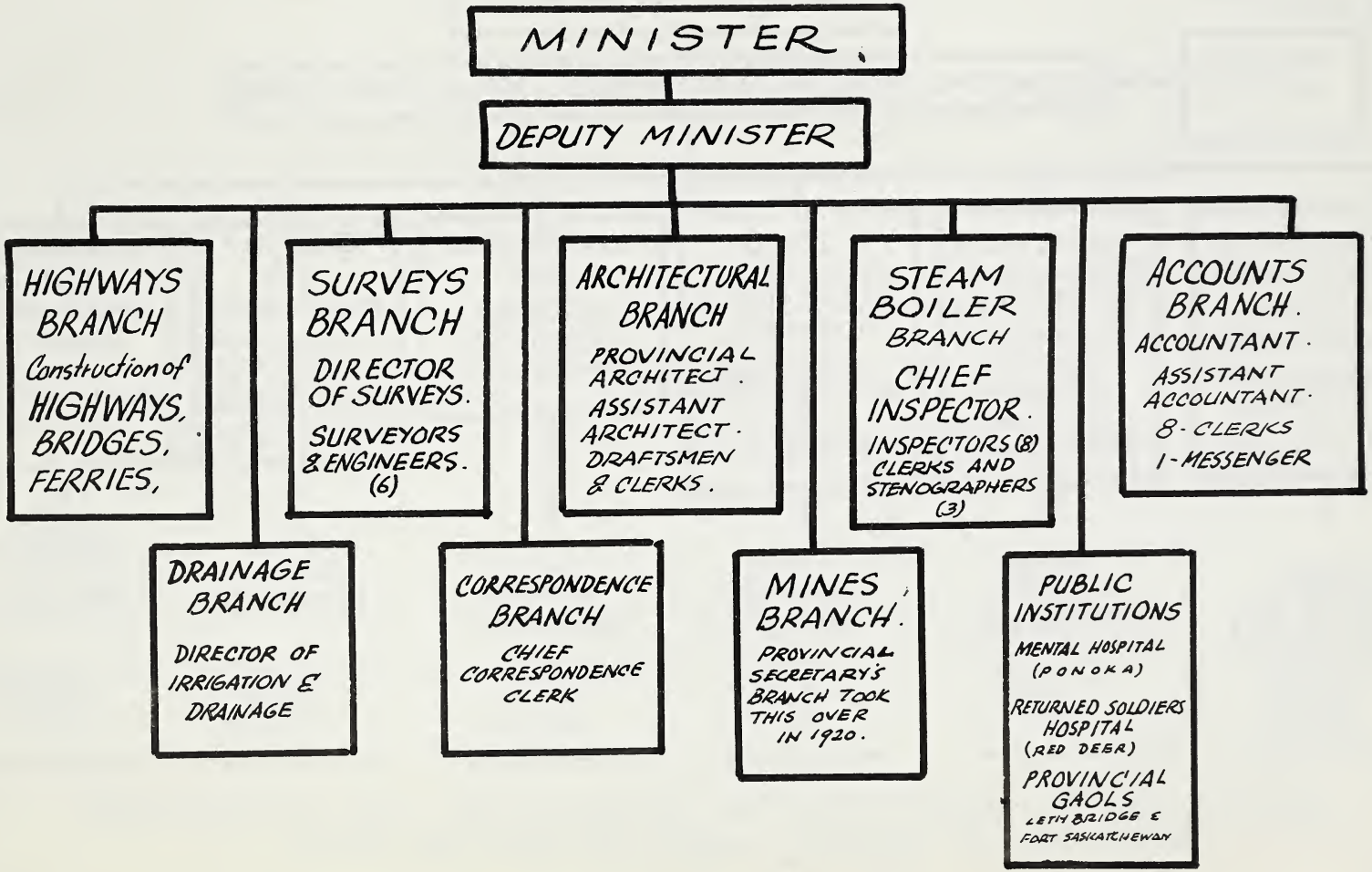
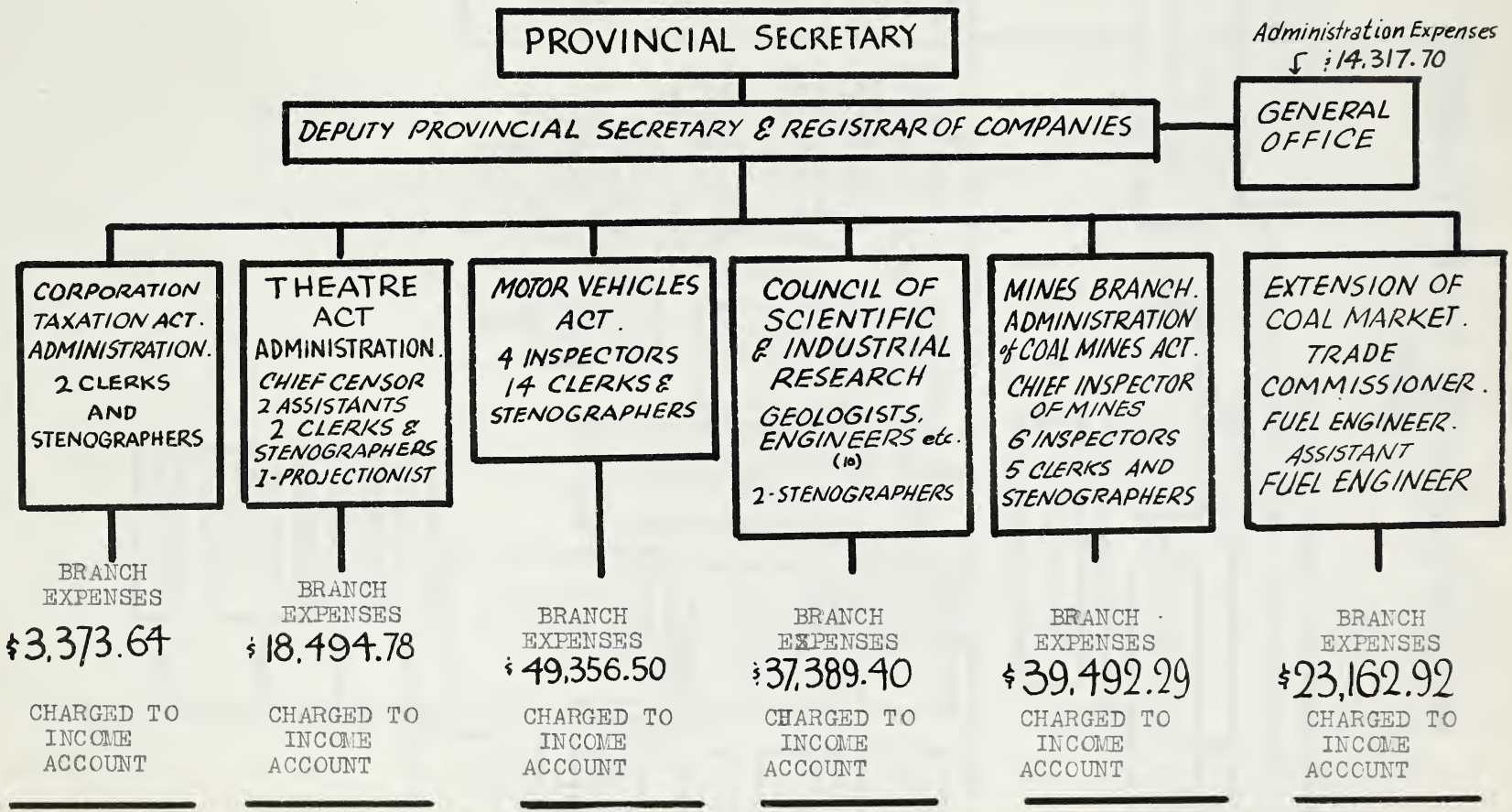
1921



PROVINCIAL SECRETARY'S DEPARTMENT 1921



ESTABLISHMENT OF ABOVE DERIVED FROM 1921 ESTIMATES. FIGURES FROM PUBLIC ACCOUNTS GENERAL ADMINISTRATION PURPOSES, INCOME AND CAPITAL ACCOUNTS

DEPARTMENT OF EDUCATION
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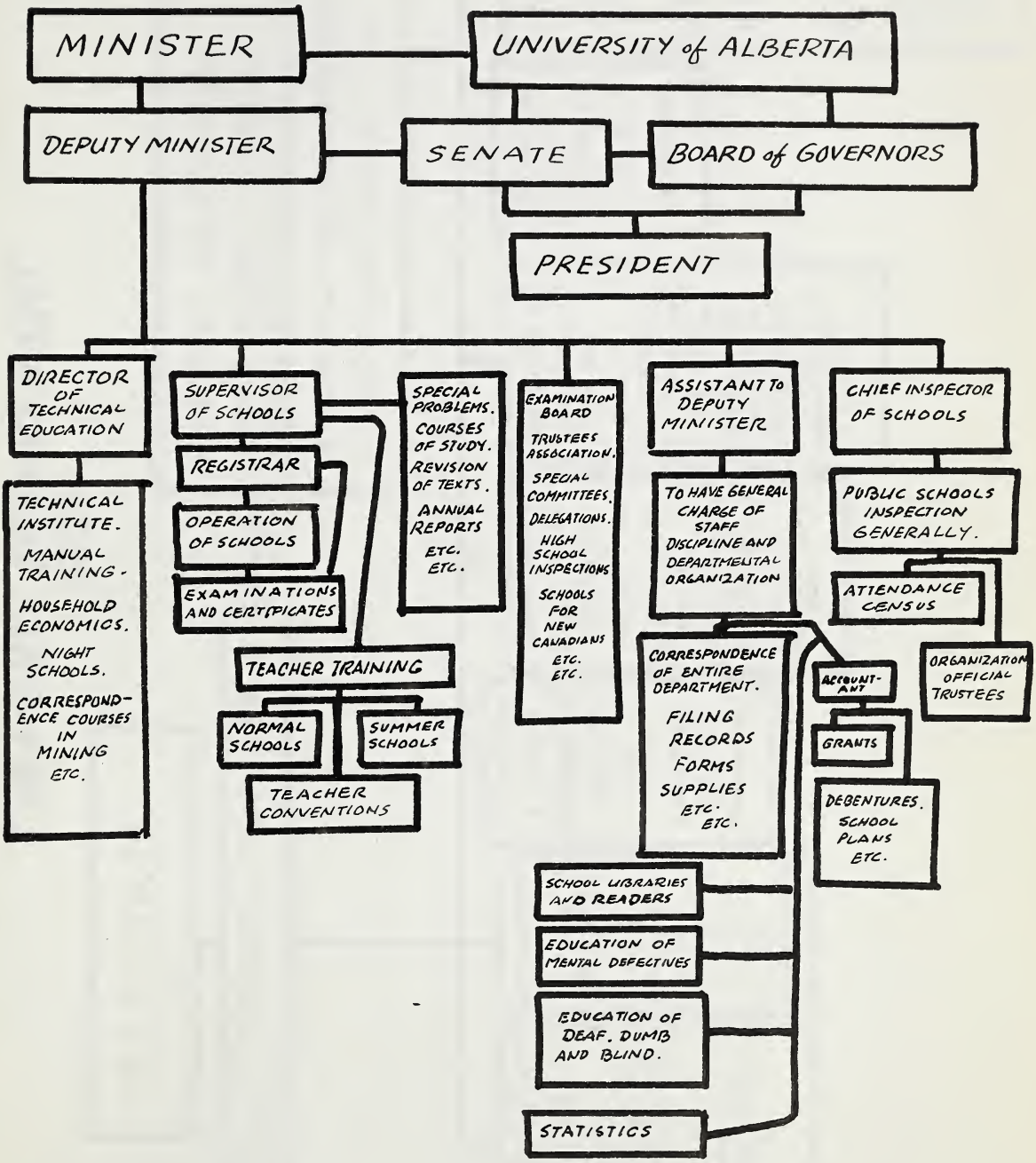

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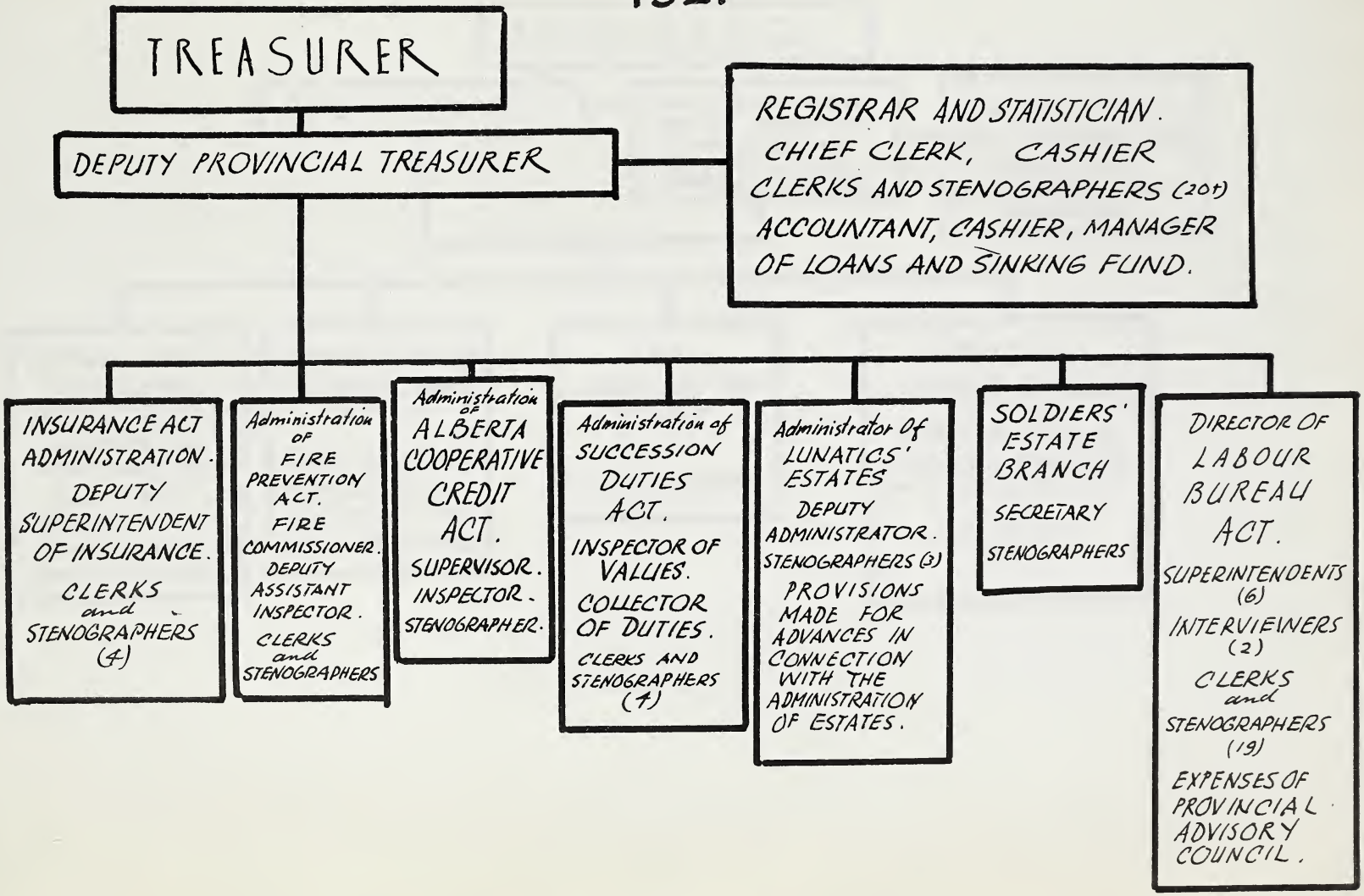

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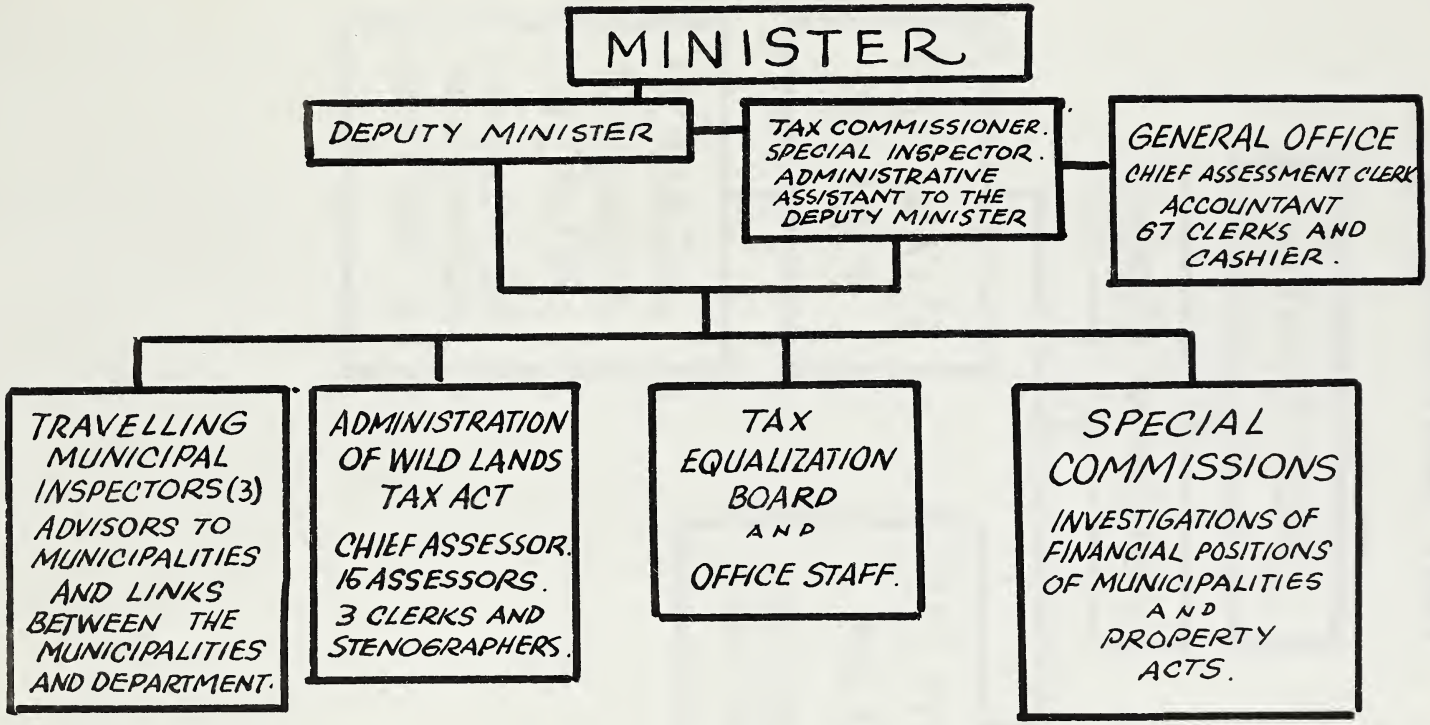

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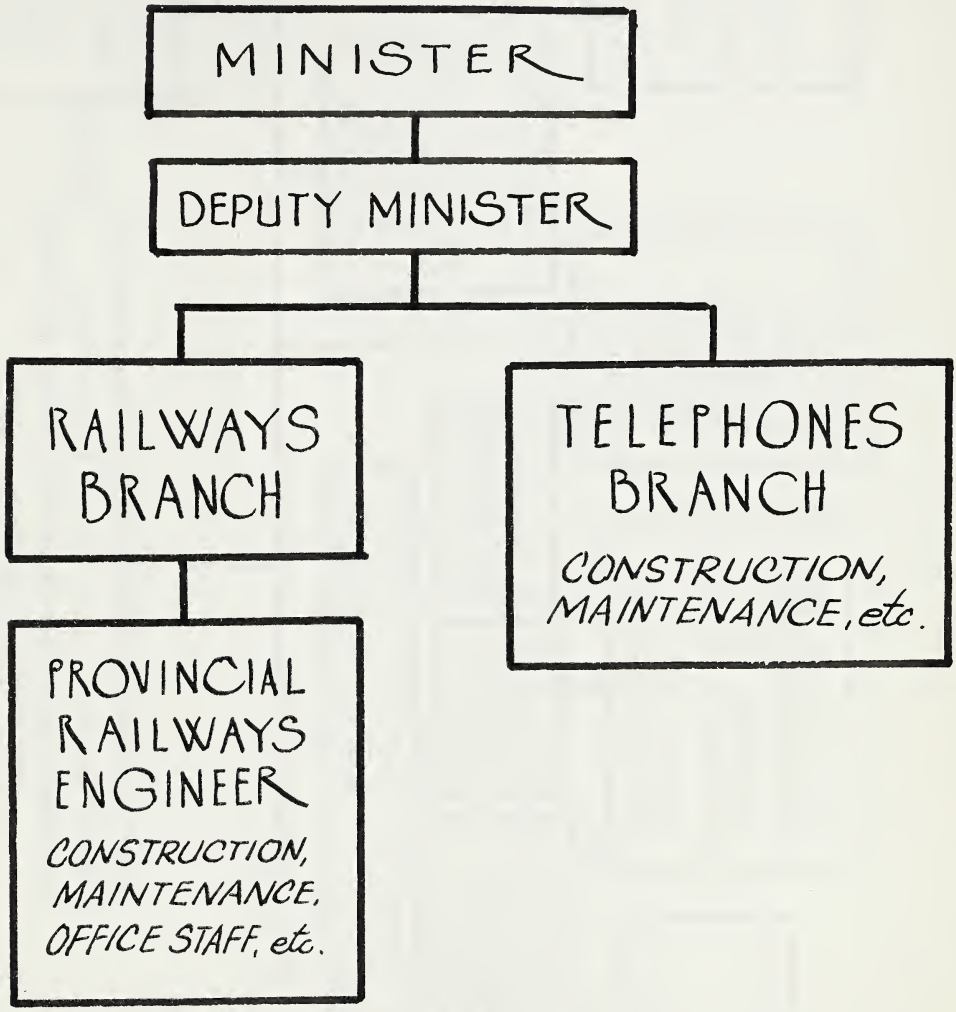

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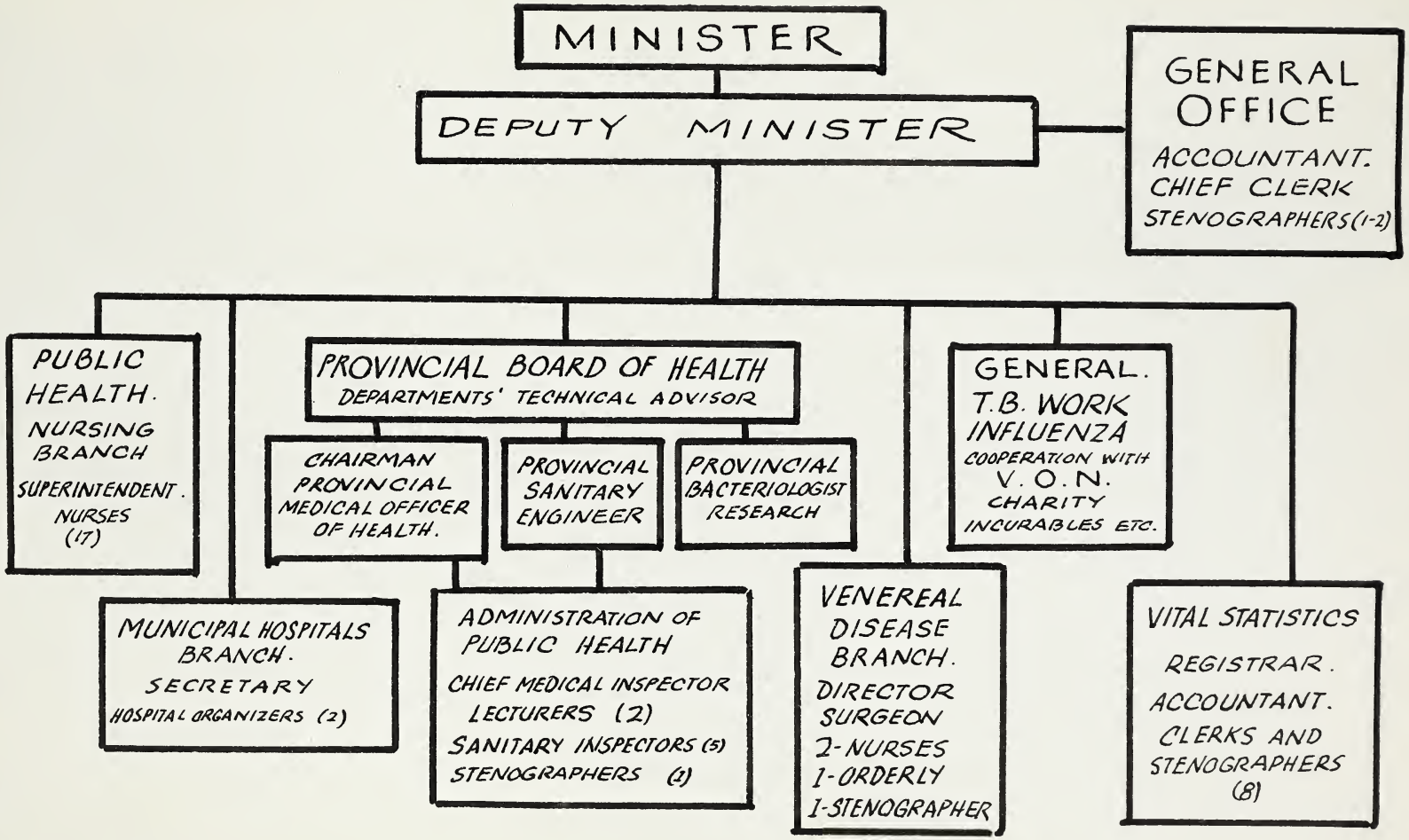

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